4. Risk Assessment

4.1. Update Process Summary

The risk assessment provides a factual basis for activities proposed by the county in our mitigation strategy. Hazards that may affect Franklin County are identified and defined in terms of their location and extent, magnitude of impacts, previous events, and probability of future events.

The 2018 Franklin County HMP profiled 15 natural hazards in the County: Drought, Earthquake, Extreme Temperatures, Flood/Flash Flood/Ice Jam, Hailstorm, Hurricane/Tropical Storm/Nor'easter, Invasive Species, Landslide, Lightning, Pandemic/Infectious Disease, Radon, Subsidence/Sinkholes, Tornado/Windstorm, Wildfire, and Winter Storm. Nine (9) human made hazards were also identified: Civil Disturbance, Dam Failure, Environmental Hazards (Hazardous Materials Releases), Mass Food and Animal Feed Contamination, Nuclear, Terrorism, Transportation Accident, Urban Fire and Explosion, and Utility Interruption (Infrastructure Failure). In our Aug 16, 2022 kick-off meeting with the Hazard Mitigation Plan Steering Group (HMPSG), we decided to review all 33 hazards identified in the Pennsylvania 2020 Standard State HMP for applicability to Franklin County and assess them individually instead the larger groups as previously done. A recommendation was made and approved in that meeting to address 27 of the 33 identified hazards for Franklin County, resulting in the addition of 3 hazards during this plan update – Building Collapse, Cyber Terrorism & Opioid Addiction Response. The hazards deemed non-applicable were Coal Mining, Coastal Erosion, Conventional Oil/Gas Well, Gas/Liquid Pipeline, Levee Failure, and Unconventional Wells.

Following hazard identification and profiling, a vulnerability assessment was conducted for each hazard to identify the impact of both natural and human-made hazard events on people, buildings, infrastructure, and the community, as appropriate. Each hazard is discussed in terms of its potential impact on individual communities, including the structures that may be at risk. This assessment allows the county and its municipalities to focus on and prioritize local mitigation efforts on areas that are most likely to be damaged or require early response to a hazard event. A vulnerability analysis was performed which identifies structures, critical facilities, and/or populations that may be impacted during hazard events and describes what events can do to physical, social, and economic assets. Depending upon data availability, assessment results consist of an inventory of vulnerable structures or populations. When available, potential losses were determined using historic data, data from the Franklin County GIS department, and structure assessed values.

Also included in this update are the FEMA National Risk Index numbers for each of the natural hazards. The FEMA National Risk Index Map was used to show a community's relative risk for a particular hazard using an equation that combines scores for Expected Annual Loss due to natural hazards, Social Vulnerability and Community Resilience.

Finally, this section includes Community Lifelines information for each of the identified hazards. A lifeline enables the continuous operation of critical government and business functions and is essential to human health and safety or economic security. When disrupted, community lifelines

require intervention to stabilize them in order to enable all other aspects of society to function. FEMA has developed framework for an objectives-based response that helps to stabilize the Community Lifelines after a disaster. **Figure 4.1.1** identifies the FEMA Community Lifelines.

Figure 4.1.1: FEMA Community Lifelines

Impacts to the Community Lifelines for each hazard will vary depending on the type of hazard and the severity, but each hazard has been evaluated to determine potential impacts in order to be able to plan for and respond to incidents.

4.2. Hazard Identification

4.2.1. Table of Presidential Disaster Declarations

Presidential Disaster and Emergency Declarations are issued when it has been determined that state and local governments need assistance in responding to a disaster event. **Table 4.2.1.1** identifies 14 Presidential Disaster Declarations (DR) and 6 Presidential Emergency Declarations (EM) issued between 1972 through 2022 that have affected Franklin County. Future disaster

declarations will be available for view on the FEMA website at: https://www.fema.gov/disasters. This was the most current data that was available when the plan was updated.

Declaration Number	Date	Event
DR-4618	September 2021	Remnants of Hurricane Ida
DR-4506	March 2020	COVID-19 Pandemic
EM-3441	March 2020	COVID-19 Pandemic
DR-4267	January 2016	Severe Winter Storm and Snowstorm
DR-4099	January 2013	Hurricane Sandy
EM-3356	October 2012	Hurricane Sandy
EM-3340	September 2011	Remnants of Tropical Storm Lee
DR-1898	April 2010	Severe Winter Storm
DR-1649	June 2006	Severe Storms, Flooding, and Mudslides
EM-3235	September 2005	Hurricane Katrina Evacuation
DR-1557	September 2004	Tropical Depression Ivan
EM-3180	March 2003	Snowstorm
DR-1120	June 1996	Flooding
DR-1093	January 1996	Flooding
DR-1085	January 1996	Blizzard
DR-1015	March 1994	Winter Storm, Severe Storm
EM-3105	March 1993	Severe Snowfall and Winter Storm
DR-523	October 1976	Severe Storms, Flooding
DR-485	September 1975	Severe Storms, Heavy Rains, Flooding
DR-340	June 1972	Tropical Storm Agnes

Table 4.2.1.1: Presidential Disaster and Emergency Declarations in Franklin County (1972-2022)

In addition to these federally declared events, 27 events warranted Gubernatorial Proclamations of Emergency. These events are listed in **Table 4.2.1.2** below.

Declaration Number	Date	Event
2021-2	August 2021	Hurricane Ida
2021-1	February 2021	Severe Winter Weather
2020-2	December 2020	Severe Winter Weather
2020-1	March 2020	COVID-19 Pandemic
2019-1	January 2019	Severe Winter Weather
2018-3	July 2018	Rain and Flooding
2018-2	June 2018	Severe Weather
2018-1	January 2018	Opioid Crisis
2017-1	March 2017	Severe Winter Weather
2016-1	January 2016	Severe Winter Weather
2015-2	June 2015	Storms
2015-1	January 2015	Severe Winter Weather
2014-4	September 2014	State Trooper Emergency
2014-3	February 2014	Severe Winter Weather
2014-2	February 2014	Driver Hours Waived
2014-1	January 2014	Extended Prolonged Cold
2012-3	October 2012	Hurricane Sandy
2012-1	April 2012	Spring Storm
2011-2	August 2011	Hurricane Irene
2011-1	January 2011	Winter Storm/Winter Fuel Delivery
2010-2	December 2010	Winter Fuel Delivery
2010-1	February 2010	Winter Storms
2007-2	April 2007	Severe Storms
2007-1	February 2007	Winter Fuel Delivery
2006-2	September 2006	Tropical Depression Ernesto
2006-1	June 2006	Summer Floods
2004-2.3	September 2004	Hurricane Ivan

Table 4.2.1.2: Gubernatorial Proclamations in Franklin County (2004-2022)

4.2.2. Summary of Hazards

The Hazard Vulnerability Assessment describes each hazard's occurrence and the effects on the county. It also identifies the effects of natural or human-caused hazard events by estimating the exposure of people, buildings, and infrastructure to hazardous conditions.

The planning team started the assessment by reviewing the natural and man-made hazards identified in the Pennsylvania Hazard Mitigation Plan, dated Oct 2018. This plan identified 33 hazards that are prevalent in the state. A cursory review of these hazards was made to see if they were applicable to Franklin County. The team was able to identify six hazards (Coastal Erosion, Environmental Hazards - Coal Mining, Conventional Oil/Gas Well, Gas/Liquid Pipeline and Unconventional Wells, and Levee Failure) from this plan that are not a factor for our Community. The remaining hazards (27 in total) were deemed to have the potential to affect our county and were assessed for potential occurrence and impact. These hazards are listed in **Table 4.2.2.1** below.

Natural (N) and Man-made (M) Hazards	
Building Collapse (M)	Mass Food/Animal Feed Contamination (M)
Civil Disturbance (M)	Nuclear Incident (M)
Cyber Terrorism (M)	Opioid Addiction (M)
Dam Failure (M)	Pandemic/Infectious Disease (N)
Drought (N)	Radon Exposure (N)
Earthquake (N)	Subsidence/Sinkholes (N)
Environmental Hazards (M)	Terrorism (M)
Extreme Temperatures (N)	Tornado/Windstorm (N)
Flood, Flash Flood, Ice Jam (N)	Transportation Accident (M)
Hailstorm (N)	Urban Fire/Explosion (M)
Hurricane, Tropical Storm, Nor'easter (N)	Utility Interruption (M)
Invasive Species (N)	Wildfire (N)
Landslide (N)	Winter Storm (N)
Lightning Strike (N)	

Table 4.2.2.1: Summary of Natural and Man-made Hazard Threats to Franklin County

The definitions of these hazards to be assessed were provided in the 2018 Pennsylvania State Hazard Mitigation plan and are included in **Appendix E**.

4.3 Hazard Profiles

4.3.1 Building and Structure Collapse

Buildings and other engineered structures, including bridges, may collapse if their structural integrity is compromised, especially due to effects from other natural or human-made hazards. Older buildings or structures, structures that are not built to standard codes, or structures that have been weakened are more susceptible to be affected by these hazards.

Adherence to modern building codes can lower a building's risk to collapse. Building codes – developed by the International Code Council (ICC) in partnership with its members – provide minimum standards to safeguard homes, buildings and other structures. These codes specify the minimum legal design and construction requirements for structural integrity, construction materials, and fire protection.

4.3.1.1 Location and Extent

Most buildings constructed after 1961 in the Commonwealth were built under modern building codes as adopted in the Pennsylvania Uniform Construction Code. According to Census data, 28.7% of occupied housing units in Franklin County were built prior to 1960[14].

In addition, the vast majority of historic resources (which are typically considered eligible for listing in the National Register of Historical Places once they are past 50 years in age) were constructed prior to 1960. Historic resources are addressed in association with other hazards, but the hazard of building collapse poses a distinct, heightened risk. Based on the historic resources inventory provided by the PA SHPO, Franklin County has at least 72 historic buildings/structures classified as Eligible, Listed, or National Historic Landmark[15].

Bridge structures serve as connectors for all types of roadways and communities within Franklin County and are a vital component of any transportation system, no matter its classification (i.e. local, state or federal). Franklin County currently owns and maintains 92 bridges. Inspection and maintenance are critical in extending the life and safety of the bridges, many of which are older. Franklin County has 8 bridge structures Listed on the National Register of Historic Places[16].

4.3.1.2 Range of Magnitude

The effects of a collapse vary depending on the type of structure involved as well and the type and cause of the collapse. An outward building collapse with a wide debris field has the potential to injure and endanger the lives of not only the people inside, but also others that are in near proximity due to the outward movement of the building materials. An inward building collapse has a smaller debris footprint, but the density of the debris is higher, thus creating its own challenges for responders. While occupied buildings are less likely to collapse since they are usually better maintained, there is higher potential for injuries and deaths if a collapse occurs in a denser area.

Maintaining bridge integrity is a key component in minimizing the risk of bridge collapse. Of the County's 92 bridges, 16 of them have weight restrictions in place to help maintain integrity. The bridges are inspected on a regular basis and minor repairs are made by the County's bridge crew. Major repairs are submitted for consideration to the Franklin County Metropolitan Planning Organization. Projects are added to the Franklin County Transportation Improvement Program in coordination with the Pennsylvania Department of Transportation (PennDOT) District 8 Office. Once a bridge repair or replacement is selected, the project is sent out to bid prior to being completed by the selected contractor. Franklin County's bridge inventory consists

[14] US Census, 2021
[15] National Park Service, 2022
[16] National Park Service, 2022

primarily of smaller bridges on local roads, but a structural collapse on any of them could result in potential injuries or death.

4.3.1.3 Past Occurrence

Franklin County does not have an extensive history of building or bridge collapses, but a building collapse did occur at an industrial facility located in Guilford Township on August 30, 2022. The collapse occurred during construction of a new building on the property; multiple walls collapsed and there was one fatality. Emergency response efforts were affected by heavy rain and winds that came through near the time of the collapse as well. The collapse is still being investigated by the Occupational Safety and Health Administration.

4.3.1.4 Future Occurrence

In Franklin County, building and structure collapses are not common, making it difficult to predict the probability of future occurrences.

Due to the low number of occurrences in the county, the probability of a Building/Structural Collapse occurring in Franklin County is considered ***possible*** as defined by the Risk Factor ranking probability criteria (See Section 4.4).

4.3.1.5 Vulnerability Assessment

Figure **4.3.1.5.1** below lists the vulnerability self-assessments of each of the Franklin County municipalities for the Building/Structural Collapse hazard. One can see that only 6 of 22 municipalities rated this threat as either a Major or Moderate event. This is a Minor threat ranked 18 overall for Franklin County.

Building and Structure Collapse Hazard Threat Risk Assessment											Risk Factor Scale	
											Catastrophic	3.0 - 4.0
											Major	2.5 - 2.9
											Moderate	2.0 - 2.4
											Minor	1.5 - 1.9
											Insignificant	1.0 - 1.4
Municipality	Probability (1-4)	Wt	Impact (1-4)	Wt	Spatial (1-4)	Wt	Warning Time (1-4)	Wt	Duration (1-4)	Wt	Risk Factor (RF)	% of County Population	Contribution to County RF
Antrim Township	1	30%	1	30%	1	20%	4	10%	4	10%	1.6	10.12%	0.1619
Chambersburg Borough	1	30%	1	30%	2	20%	3	10%	4	10%	1.7	14.05%	0.2389
Fannett Township	2	30%	1	30%	1	20%	4	10%	4	10%	1.9	1.59%	0.0302
Greencastle Borough	1	30%	2	30%	2	20%	4	10%	4	10%	2.1	2.73%	0.0573
Greene Township	2	30%	1	30%	1	20%	4	10%	4	10%	1.9	11.82%	0.2246
Guilford Township	2	30%	3	30%	1	20%	4	10%	4	10%	2.5	9.38%	0.2345
Hamilton Township	2	30%	1	30%	1	20%	4	10%	4	10%	1.9	7.29%	0.1385
Letterkenny Township	2	30%	2	30%	1	20%	4	10%	4	10%	2.2	1.58%	0.0348
Lurgan Township	1	30%	1	30%	1	20%	2	10%	4	10%	1.4	1.42%	0.0199
Mercersburg Borough	1	30%	1	30%	1	20%	4	10%	4	10%	1.6	0.97%	0.0155
Metal Township	2	30%	1	30%	1	20%	4	10%	4	10%	1.9	1.13%	0.0215
Mont Alto Borough	1	30%	1	30%	1	20%	2	10%	4	10%	1.4	1.01%	0.0141
Montgomery Township	2	30%	2	30%	1	20%	4	10%	4	10%	2.2	3.68%	0.0810
Orrstown Borough	1	30%	1	30%	1	20%	1	10%	4	10%	1.3	0.14%	0.0018
Peters Township	2	30%	1	30%	1	20%	4	10%	4	10%	1.9	2.86%	0.0543
Quincy Township	1	30%	2	30%	1	20%	4	10%	4	10%	1.9	3.41%	0.0648
Shippensburg Borough	1	30%	1	30%	1	20%	4	10%	4	10%	1.6	0.75%	0.0120
Southampton Township	1	30%	1	30%	1	20%	4	10%	4	10%	1.6	5.49%	0.0878
St Thomas Township	2	30%	1	30%	1	20%	4	10%	4	10%	1.9	3.79%	0.0720
Warren Township	1	30%	2	30%	2	20%	4	10%	4	10%	2.1	0.21%	0.0044
Washington Township	2	30%	1	30%	1	20%	4	10%	4	10%	1.9	9.55%	0.1815
Waynesboro Borough	2	30%	2	30%	1	20%	4	10%	4	10%	2.2	7.02%	0.1544
Municipal Weighted Average Risk Factor (RF)													1.906

Figure 4.3.1.5.1: Municipal Building and Structure Collapse Threat Vulnerability Self-Assessment

4.3.1.6 Community Lifeline Integration

Potential impacts to the Community Lifelines by a Building and Structure Collapse are shown below. There is potential for some impact to all but one of the lifelines (Transportation), but significant impacts to any of them would not be expected unless there is a large-scale event that affects a large number of structures.

4.3.2 Civil Disturbance

Civil Disturbance is a broad term typically used by law enforcement to describe one or more forms of unrest that may include peaceful demonstrations or acts of violence. A civil disturbance can be an individual or collective action seriously interfering with peace, security, and/or functioning of a community. Demonstrations, civil unrest, public disorder, and riots happen for a number of reasons that include economic hardships, social injustices, ethnic differences, objections to world organizations, or certain governments, political grievances, and terrorist acts.

Civil disturbances can take the form of small gatherings or large groups blocking or impeding access to a building, or disrupting normal activities by generating noise and intimidating people. Demonstrations can range from a peaceful sit-in to a full-scale riot, during which a mob burns or otherwise destroys property and terrorizes individuals. Even in its more passive forms, group blockage of roadways, sidewalks, or buildings interferes with public order. Many protests intended to be peaceful demonstrations to the public and the government can escalate into general chaos.

Two types of large gatherings typically are associated with civil disturbances: a crowd and a mob. A crowd can be identified as causal, sighting, agitated, or mob-like:

- A causal crowd is identified as individuals or small groups with nothing in common to bind them together. If each has an agenda, it is his/her own. Casual crowds are made up of individuals or small groups occupying the same common place.

- Sighting crowds are similar to casual crowds; however, they gather for an event. People migrating as a crowd to sporting events, a group of people attracted to fires and accidents, and those attending music concerts are all types of sighting crowds. Individuals or small groups gather at these events for the same purpose. It is the event and/or individuals' curiosity that compels a crowd to come together.

- Agitated crowds add responses based on the elements (people, space, and event). Individuals with strong emotional feelings within a crowd can quickly spread and infect the rest of the crowd. As more people within the crowd become emotionally involved, a

sense of unity may develop, causing changes in the overall demeanor of the crowd. Yelling, screaming, and name-calling all are associated with an agitated crowd.

- Mob-like crowds have all the elements of crowd types described above, in addition to aggressive, physical, and sometimes violent actions. Under these conditions, individuals within a crowd will often say or do things they usually would not do. Extreme acts of violence and property damage are often part of mob activities. These consist of, or involve elements of people and groups mixing together and becoming fluid[17].

A mob can be defined as a large disorderly crowd or throng. Mobs are usually emotional, loud, tumultuous, violent, and lawless. Similar to crowds, mobs have different levels of commitment, and can be classified into the following four categories[18]:

- Aggressive Mob: An aggressive mob attacks, riots, and terrorizes. The object of violence may be a person, property, or both. An aggressive mob is distinguished from an aggressive crowd only by lawless activity. Examples of aggressive mobs are inmate mobs in prisons and jails, mobs that act out their frustrations after political defeat, or violent mobs at political protests or rallies.

- Escape Mob: An escape mob is attempting to flee from something such as a fire, bomb, flood, or other catastrophe. Members of escape mobs are generally difficult to control and can be characterized by unreasoning terror.

- Acquisitive Mob: An acquisitive mob is one motivated by a desire to acquire something. Riots caused by other factors often turn into looting sprees. This mob exploits an authority's lack of control in safeguarding property.

- Expressive Mob: An expressive mob is one that expresses fervor or revelry following some sporting event, religious activity, or celebration. Members experience a release of pent up emotions in highly charged situations.

4.3.2.1 Location and Extent

Although Franklin County is a rural setting, there are still areas in the county that could be subject to civil disturbances. Government facilities, landmarks, county jail, and university campuses are common sites where crowds and mobs may gather. Other types of institutions such as juvenile correctional facilities, treatment units, and youth development centers may be targets for civil unrest.

Civil unrest and disturbances affect the following factions of society:

[17] HQ, Department of the Army FM 3-19.15, 2005

[18] Alvarez and Bachman, 2007

- The Public: The general population could serve as participants or targets in actions of civil unrest. Widespread unrest could cause fear among the populace and cause them to be absent from school or work activities. During an event, bystanders may be harmed because of activities of participants.

- Responders: Responses to civil unrest events are generally handled at the local level. Response to a large event of this type may exceed the resources of a local jurisdiction. In this instance, State resources would be activated to fill the need. During an event, responders may become targets, which could hamper their effectiveness.

- Continuity of Operations, including delivery of services: An outbreak of widespread rioting or looting could impact the State's and County's ability to provide services and conduct normal operations. Protesters could occupy government buildings and interrupt normal functions of government, or targeted attacks on government facilities could halt operations entirely.

- Property: Private property often serves as a target in instances of civil unrest. Businesses can be targeted for looting or vandalism. If an event is particularly large, damage could reach millions of dollars and recovery could take years.

- Facilities: Often in acts of civil unrest, government facilities become the focus of protests or targets for vandalism. Damage during an event or inability of workers to enter a facility may greatly reduce a facility's effective capacity or close it completely.

- Infrastructure: Similar to government facilities, public and private infrastructure can become targets of civil unrest. Damage to transportation, communications, or utilities infrastructure could further exacerbate the situation.

- Environment: Normally, civil unrest would minimally impact the environment. However, if petroleum or other chemical facilities become targets for vandalism or large-scale fires occur, effects on the environment could be significant.

- Economic Condition of the County: Civil unrest could prove economically crippling to Franklin County. Large-scale events are usually accompanied by wide-spread absenteeism and damage to private property.

- Public Confidence in the County's Governance: If an event becomes prolonged or is perceived to be mismanaged, it could greatly decrease public confidence in the governance of the County. If the response is seen to be inadequate, individuals may attempt to protect their properties by their own means and further exacerbate the situation.

Civil Disorders can result in numerous secondary hazards. Depending on the size and scope of the incident, civil unrest may lead to widespread urban fire, utility failure, transportation interruption, and environmental hazards. The most significant impact of civil unrest is the secondary hazard of interrupted continuity of government, which can also lead to other

secondary hazards cited in the previous paragraphs. The extent of secondary hazards will vary significantly based on the extent and nature of the civil unrest.

4.3.2.2 Range of Magnitude

The magnitude or severity of a civil unrest depends on the nature of the disturbance. This can take form as a small gathering or a large group blocking access to buildings or disrupting normal activities. Civil unrest events can range from peaceful sit-ins to a full-scale riot.

4.3.2.3 Past Occurrence

Civil Disturbances are rare in Franklin County. Most involve very small crowds or individuals protesting about perceived political/social injustices. In November and December of 2016, there were several protests held outside the Franklin County Courthouse after the 2016 Presidential elections. These gatherings were formed to express dissatisfaction with the election results. Some of these protests also centered on the proposed repeal and replacement of the Affordable Care Act (Obama Care) proposed by the newly elected president. These protests amounted to no more than a nuisance for the public that work in and around the county seat. However, there has been another type civil unrest that has been growing in the region and we have seen an example of this is Franklin County. This unrest is the emergence of the Sovereign Citizen movement.

The Sovereign Citizen movement is based on a decades-old conspiracy theory. At some point in history, sovereign citizens believe, the American government set up by the founding fathers, with a legal system the sovereign citizens refer to as “common law”, was secretly replaced by a new government system based on “admiralty law”, the law of the sea and international commerce. Under common law, or so they believe, the sovereign citizens would be free men. Under admiralty law, they are slaves, and secret government forces have a vested interest in keeping them that way. Some sovereign citizens believe this perfidious change occurred during the Civil War, while others blame the events of 1933, when the U.S. abandoned the gold standard. Either way, they stake their lives and livelihoods on the idea that judges around the country know all about this hidden government takeover, but are denying the sovereign citizens' motions and filings out of treasonous loyalty to hidden and malevolent government forces.

In May of 2017, a gentleman claiming to be a sovereign citizen espoused, in his criminal trial for assault, that laws did not apply to him as a sovereign citizen. He was subsequently convicted and jailed for simple assault, but not before proclaiming his sovereign citizen status above the jurisdiction of the Franklin County judicial system. This was a relatively benign case, but the movement has been growing in Pennsylvania and has spawned several frivolous Sovereign Citizen civil lawsuits that are tying up normal judicial processes and resources.

Another example of Civil Disturbance in Franklin County was the 1990 strike of T.B. Woods Corporation in Chambersburg. The union at the company voted for a strike to grieve the company’s refusal to arbitrate on a $0.50 per hour raise demanded by the worker’s. The strike lasted 2.5 years and was quite intense at times. The Pennsylvania State Police were even called in to make sure things did not get out of hand. No damages or injuries were reported. The

company eventually resumed business operations and the strike was broken when the union was voted out, saving over 230 jobs at the manufacturing plant. This disturbance disrupted the daily lives of over 300 local families for over 2 years and resulted in over $12M in losses for the company[19].

However, the starkest example of Civil Disturbance in Franklin County was the burning of Chambersburg during the Civil War. On July 30, 1864, Brigadier General John McCausland and 2,800 Confederate cavalrymen entered Chambersburg and demanded $100,000 in gold or $500,000 in greenbacks in response to the Union Army's actions in the Shenandoah Valley earlier in the War. The residents of Chambersburg failed to raise the ransom, and McCausland ordered his men to burn the town. It is understood that this instance is an extreme case due to the nature of the war that was being waged at the time, but it is still part of the history of Franklin County, and one that is remembered every year with a reenactment every July.

4.3.2.4 Future Occurrence

Many civil unrest incidents are spontaneous and can occur at any time, rendering prediction of probability of future occurrences difficult. When these incidents occur, they can become extremely disruptive and difficult to control. Assumedly, civil unrest incidents including marches, protests, demonstrations, and gatherings will continue to occur throughout Franklin County.

Due to the relative rarity of occurrences and the minimal disruptions they have caused in the county in the past (excluding the Civil War), the probability of a Civil Disturbance occurring again in Franklin County is considered ***possible*** as defined by the Risk Factor ranking probability criteria (See **Section 4.4**).

4.3.2.5 Vulnerability Assessment

Figure 4.3.2.5.1 below lists the vulnerability self-assessments of each of the Franklin County municipalities for the Civil Disturbance hazard. One can see that only 2 of 22 municipalities rated this threat as a Moderate event. This is a Minor threat ranked 26 overall for Franklin County. However, mitigation actions will still be developed for this threat in **Section 6.**

[19] Hartford Courant, 2014

Civil Disturbance Hazard Threat Risk Assessment											Risk Factor Scale		
											Catastrophic		3.0 - 4.0
											Major		2.5 - 2.9
											Moderate		2.0 - 2.4
											Minor		1.5 - 1.9
											Insignificant		1.0 - 1.4
Municipality	Probability (1-4)	Wt	Impact (1-4)	Wt	Spatial (1-4)	Wt	Warning Time (1-4)	Wt	Duration (1-4)	Wt	Risk Factor (RF)	% of County Population	Contribution to County RF
Antrim Township	1	30%	1	30%	2	20%	1	10%	2	10%	1.3	10.12%	0.1316
Chambersburg Borough	1	30%	2	30%	2	20%	2	10%	2	10%	1.7	14.05%	0.2389
Fannett Township	1	30%	1	30%	1	20%	3	10%	2	10%	1.3	1.59%	0.0207
Greencastle Borough	2	30%	2	30%	1	20%	3	10%	2	10%	1.9	2.73%	0.0519
Greene Township	1	30%	1	30%	2	20%	4	10%	2	10%	1.6	11.82%	0.1891
Guilford Township	1	30%	1	30%	2	20%	4	10%	2	10%	1.6	9.38%	0.1501
Hamilton Township	1	30%	1	30%	1	20%	4	10%	2	10%	1.4	7.29%	0.1021
Letterkenny Township	1	30%	2	30%	2	20%	4	10%	2	10%	1.9	1.58%	0.0300
Lurgan Township	1	30%	1	30%	1	20%	1	10%	2	10%	1.1	1.42%	0.0156
Mercersburg Borough	1	30%	1	30%	2	20%	4	10%	2	10%	1.6	0.97%	0.0155
Metal Township	1	30%	1	30%	1	20%	2	10%	2	10%	1.2	1.13%	0.0136
Mont Alto Borough	1	30%	1	30%	1	20%	2	10%	2	10%	1.2	1.01%	0.0121
Montgomery Township	1	30%	3	30%	1	20%	4	10%	2	10%	2.0	3.68%	0.0736
Orrstown Borough	1	30%	1	30%	1	20%	1	10%	2	10%	1.1	0.14%	0.0015
Peters Township	2	30%	1	30%	1	20%	4	10%	2	10%	1.7	2.86%	0.0486
Quincy Township	1	30%	1	30%	1	20%	1	10%	2	10%	1.1	3.41%	0.0375
Shippensburg Borough	1	30%	1	30%	1	20%	2	10%	2	10%	1.2	0.75%	0.0090
Southampton Township	1	30%	1	30%	1	20%	1	10%	2	10%	1.1	5.49%	0.0604
St Thomas Township	2	30%	2	30%	1	20%	4	10%	2	10%	2.0	3.79%	0.0758
Warren Township	1	30%	2	30%	2	20%	3	10%	2	10%	1.8	0.21%	0.0038
Washington Township	1	30%	1	30%	1	20%	4	10%	2	10%	1.4	9.55%	0.1337
Waynesboro Borough	1	30%	1	30%	1	20%	4	10%	2	10%	1.4	7.02%	0.0983
Municipal Weighted Average Risk Factor (RF)													1.513

Figure 4.3.2.5.1: Municipal Civil Disturbance Threat Vulnerability Self-Assessment

The entire county is considered vulnerable to this hazard. Potential losses from civil unrest incidents include human health, life, and property resources. In the transportation industry alone, it was assessed in 2011, that 1.2 billion tons of goods valued at $1.6 trillion traversed PA highways. A large portion of that transits the two major arteries traversing Franklin County (I-81 and the Pennsylvania Turnpike). Any disruption to these major arteries or their feeder routes would have a negative impact not only to Franklin County, but might be felt all over the East Coast of the United States.[20]

Civil disorder incidents can lead to injury and/or death for both the involved persons and innocent bystanders. If a civil disturbance turns violent, it can lead to injury and/or death for personnel responding to the incident. The number of people exposed to a civil disturbance depends on population density at the place and time of the incident. Increases in population or

[20] PennDOT, 2016

hosting of major political, economic, or social events could increase the likelihood and severity of a civil unrest incident.

4.3.2.6 Community Lifeline Integration

Potential impacts to the Community Lifelines by a Civil Disturbance incident are shown below. There is potential for some impact to all of the lifelines, but a significant impact to Safety & Security could be expected.

4.3.3 Cyber Terrorism

Cyber terrorism refers to acts of terrorism committed using computers, networks, and the Internet. The most widely cited definition comes from Denning's Testimony before the Special Oversight Panel on Terrorism: "Cyberterrorism…is generally understood to mean unlawful attacks and threats of attacks against computers, networks, and the information stored therein when done to intimidate or coerce a government or its people in furtherance of political or social objectives. Further, to qualify as cyberterrorism, an attack should result in violence against persons or property, or at least cause enough harm to generate fear[21]."

Table 4.3.3.1 lists the types and methods of cyber attacks as described by The Pennsylvania Department of Homeland Security.

[21] Denning, 2000

THREAT	DESCRIPTION
Botnet (also zombies)	A collection of computers subject to control by an outside party, usually without the knowledge of the owners, using secretly installed software robots. The robots are spread by trojan horses and viruses. The botnets can be used to launch denial-of-service attacks and transmit spam.
Card Skimming	The act of using a skimmer to illegally collect data from the magnetic stripe of a credit, debit or ATM card. This information, copied onto another blank card's magnetic stripe, is then used by an identity thief to make purchases or withdraw cash in the name of the actual account holder. Skimming can take place at an ATM and can occur at restaurants, taxis, or other places where a user surrenders his or her card to an employee.
Denial-of-service attack	Flooding the networks or servers of individuals or organizations with false data requests so they are unable to respond to requests from legitimate users.
Malicious code (also malware)	Any code that can be used to attack a computer by spreading viruses, crashing networks, gathering intelligence, corrupting data, distributing misinformation and interfering with normal operations.
Pharming	The act of sending an e-mail to a user falsely claiming to be an established legitimate enterprise in an attempt to scam the user into surrendering private information that will be used for identity theft. The e- mail directs the user to visit a website where they are asked to update personal information, such as passwords and credit card, social security, and bank account numbers that the legitimate organization already has. The website, however, is bogus and set up only to steal the user's information.
Phishing	Using fake e-mail to trick individuals into revealing personal information, such as Social Security numbers, debit and credit card account numbers and passwords, for nefarious uses.
Spam	Unsolicited bulk e-mail that may contain malicious software. Spam is now said to account for around 81 percent of all e-mail traffic.
Spear Phishing	A type of phishing attack that focuses on a single user or department within an organization, addressed from someone within the company in a position of trust and requesting information such as login IDs and passwords. Spear phishing scams will often appear to be from a company's own human resources or technical support divisions and may ask employees to update their username and passwords. Once hackers get this data, they can gain entry into secured networks. Another type of spear phishing attack will ask users to click on a link, which deploys spyware that can thieve data.
Spoofing	Making a message or transaction appear to come from a source other than the originator.
Spyware	Software that collects information without a user`s knowledge and transfers it to a third party.
Trojan horse	A destructive program that masquerades as a benign application. Unlike viruses, Trojan horses do not replicate themselves but they can be just as destructive. One of the most insidious types of Trojan horse is a program that claims to rid your computer of viruses but instead introduces viruses onto your computer.
Virus	A program designed to degrade service, cause inexplicable symptoms or damage networks.
Worm	Program or algorithm that replicates itself over a computer network and usually performs malicious actions, such as using up the computer's resources and possibly shutting the system down. A worm, unlike a virus, has the capability to travel without human action and does not need to be attached to another file or program.

Table 4.3.3.1: Types and Methods of Cyber Attacks

Cyber attacks may not always constitute acts of cyber terrorism because some acts may have relatively small impacts and only produce annoyances. A cyber attack is generally considered an act of cyberterrorism when the following motivations are present:

- Effects-based: When computer attacks result in effects that are disruptive enough to generate fear comparable to a traditional act of terrorism.
- Intent-based: When unlawful or politically motivated computer attacks are done to intimidate or coerce a government or people to further a political objective, or to cause grave harm or severe economic damage[22].

Cyber attacks can be further divided into the following categories based on the complexity of the attack:

- Simple-Unstructured: Simple-unstructured attacks are the most common. These are amateurish attacks with relatively minimal consequences.
- Advanced-Structured: Advanced-structured attacks are more sophisticated and consequential, and have a greater emphasis on targeting victims prior to an attack, resulting in a more debilitating effect.
- Complex-Coordinated: Complex-coordinated attacks are the most advanced and most troublesome type of attack where success could mean a network shutdown[23].

4.3.3.1 Location and Extent

In recent years, cyber terrorism has become a significant threat and can impact people, businesses, institutions, local governments, and state agencies to varying degrees. Impacts from a large-scale cyber terrorism event could disrupt the state's economy and potentially threaten its economic stability.

4.3.3.2 Range of Magnitude

The magnitude of a cyber terrorism attack will vary greatly based on the extent of systems affected and duration of the impact. Additionally, the magnitude will vary based upon which specific system is affected by an attack, the ability to preempt an attack, and an attack's effect on continuity of operations. The largest threat to institutions from cyberterrorism comes from any processes that are networked and controlled via computer. A successful cyber attack of either the power grid or communications system could significantly impact the entire county and beyond. The loss of either or both of these systems would also have the potential to delay emergency response to incidents.

[22] Rollins, 2007
[23] Denning, 2000

4.3.3.3 Past Occurrence

Disruptive attacks have become more common in recent years; the attacks have evolved from curious hackers testing the limits of new internet technology to sophisticated crime organizations intent on stealing information and money. Critical government infrastructure attacks have occurred, resulting in significant service disruptions and costs to government operations.

4.3.3.4 Future Occurrence

As many counties, including Franklin, transition to Next Generation 911 systems that rely on both private and public networks, cyber security will continue to be a critical issue. As technology advances to prevent cyber terrorism, there will always be attackers finding new ways to attack and exploit any weaknesses that they identify.

4.3.3.5 Vulnerability Assessment

Figure 4.3.3.5.1 below lists the vulnerability self-assessments of each of the Franklin County municipalities for the Cyber terrorism hazard. One can see that only 3 of 22 municipalities rated this threat as either a Major or Catastrophic event. This is a Minor threat ranked 13 overall for Franklin County.

	Cyberterrorism Hazard Threat Risk Assessment										Risk Factor Scale Catastrophic 3.0 - 4.0 Major 2.5 - 2.9 Moderate 2.0 - 2.4 Minor 1.5 - 1.9 Insignificant 1.0 - 1.4		
Municipality	Probability (1-4)	Wt	Impact (1-4)	Wt	Spatial (1-4)	Wt	Warning Time (1-4)	Wt	Duration (1-4)	Wt	Risk Factor (RF)	% of County Population	Contribution to County RF
Antrim Township	1	30%	1	30%	1	20%	4	10%	2	10%	1.4	10.12%	0.1417
Chambersburg Borough	2	30%	4	30%	2	20%	4	10%	2	10%	2.8	14.05%	0.3934
Fannett Township	1	30%	1	30%	1	20%	1	10%	2	10%	1.1	1.59%	0.0175
Greencastle Borough	3	30%	2	30%	2	20%	4	10%	2	10%	2.5	2.73%	0.0683
Greene Township	3	30%	3	30%	4	20%	4	10%	2	10%	3.2	11.82%	0.3782
Guilford Township	2	30%	1	30%	4	20%	4	10%	2	10%	2.3	9.38%	0.2157
Hamilton Township	1	30%	1	30%	1	20%	4	10%	2	10%	1.4	7.29%	0.1021
Letterkenny Township	2	30%	2	30%	2	20%	4	10%	2	10%	2.2	1.58%	0.0348
Lurgan Township	1	30%	1	30%	1	20%	2	10%	2	10%	1.2	1.42%	0.0170
Mercersburg Borough	1	30%	1	30%	1	20%	4	10%	2	10%	1.4	0.97%	0.0136
Metal Township	2	30%	1	30%	1	20%	2	10%	2	10%	1.5	1.13%	0.0170
Mont Alto Borough	2	30%	2	30%	2	20%	4	10%	2	10%	2.2	1.01%	0.0222
Montgomery Township	1	30%	1	30%	1	20%	4	10%	2	10%	1.4	3.68%	0.0515
Orrstown Borough	1	30%	1	30%	1	20%	1	10%	2	10%	1.1	0.14%	0.0015
Peters Township	2	30%	1	30%	1	20%	4	10%	2	10%	1.7	2.86%	0.0486
Quincy Township	1	30%	1	30%	1	20%	1	10%	2	10%	1.1	3.41%	0.0375
Shippensburg Borough	2	30%	2	30%	3	20%	4	10%	2	10%	2.4	0.75%	0.0180
Southampton Township	2	30%	1	30%	1	20%	3	10%	2	10%	1.6	5.49%	0.0878
St Thomas Township	2	30%	2	30%	1	20%	4	10%	2	10%	2.0	3.79%	0.0758
Warren Township	1	30%	1	30%	2	20%	2	10%	2	10%	1.4	0.21%	0.0029
Washington Township	1	30%	1	30%	1	20%	4	10%	2	10%	1.4	9.55%	0.1337
Waynesboro Borough	2	30%	1	30%	1	20%	4	10%	2	10%	1.7	7.02%	0.1193
Municipal Weighted Average Risk Factor (RF)													1.998

Figure 4.3.3.5.1: Municipal Cyber Attack Threat Vulnerability Self-Assessment

4.3.3.6 Community Lifeline Integration

Potential impacts to the Community Lifelines by a Cyber Attack incident are shown below. There is potential for significant impact to four of the seven lifelines (Safety & Security, Health & Medical, Energy, & Communications), and possible impact to the remaining three.

4.3.4 Dam Failure

A dam is an artificial barrier that has the ability to store water, wastewater, or liquid-borne materials for the storage or control of water.[24] Dams are built for a variety of reasons which include recreation, water supply, hydroelectric power generation, agriculture irrigation, and flood control. Dams are typically constructed of concrete, earthen materials, timber and stone[25].

Over 95% of the dams listed in the National Inventory of Dams are either privately owned, public utility owned, or locally owned and under the responsibility of the individual State for which they are located. The vast majority of the dams (over 88%) consist of an earthen embankment. Over 93% of the regulated dams have a dam height less than or equal to 50 feet and 50% of the regulated dams have a dam height less than or equal to 25 feet. The inventory of regulated dams is aging, with 70% of the dams older than 43 years. By 2029, over 85% of the dam inventory will be older than 50 years[26].

Dam failures can result from one or more of the following reasons:

- Cracking caused by natural settling of a dam or movement caused by an earthquake.
- Structural failure due to faulty materials used in construction.
- Inadequate maintenance or upkeep of the dam due to failure to remove trees or repair seepage problems.
- Deliberate acts of sabotage.
- Overtopping caused by flooding due to excessive rain.
- Piping and internal erosion is caused by seepage.

4.3.4.1 Location and Extent

Table 4.3.4.1.1 below lists the 33 dams in Franklin County (See **Figure 4.3.4.1.1** below for purpose/type definitions). We have B-1, C-3 and C-4 class dams (Refer to **Figure 4.3.4.1.2** below for description of these classifications). These classes of dams are found in the Pennsylvania Code (§ 105.91. classification of dams and reservoirs). They are used for

[24] The National Dam Safety Act of 2006
[25] FEMA P-946, 2013
[26] FEMA P-946, 2013

hydroelectric, intake drinking water, irrigation, mill operations, private pond, public water source, recreation, and snow making water supply. The description of Franklin County dams are concrete, earth, gravity, masonry, run of river, and stone.

Table 4.3.4.1.1 also contains 6 dams that are located outside of Franklin County, but have the potential to impact our population. Three (3) dams are located in Adams County, 1 dam is located in Fulton County, and 2 dams are located in Washington County, Maryland which would inundate Franklin County if the dams failed. The inspection dates are listed for the dams, when available. A mitigation Action will be developed to research dam ownerships and latest inspection dates.

Dam #	Name	Municipality	Stream	Class	Purpose	Type	Last Inspection
28-001	Mercersburg Resevoir	Peters	Buck Run	C-4	S	RE	
28-004	Roxburg	Letterkenny	Conodoguinet	C-4	R	RE	
28-006	Rattlesnake	Quincy	Little Antietam	C-4	JS	CN	
28-011	Caledonia Furnace	Greene	Birch Run	C-4	R	RE	
28-014	US Papermill	Guilford	Conococheague	C-4			
28-037	W. H. Walker	Metal	Creek	C-4	R	RE	7/1/2014
28-043	Williamson	St Thomas	Back Creek	C-4	M	CN	
28-044	Montgomery Mills	Montgomery	WB Conococheague	C-4	HM	T	
28-045	C. A. Anderson	Montgomery	WB Conococheague	C-4	M	CN	
28-048	Mercersburg Resevoir	Peters	Buck Run	C-4			
28-073	Shockleys	Washington	EB Little Antietam	C-4	M	R	
28-075	Middour	Washington	EB Antietam	C-4	RP	S	
28-088	Shippensburg Borough	Lurgan	Trout Run	C-4	SJ	CN	
28-092	Red Run Lake	Washington	Red Run	C-4	R	S	
28-095	Wohelo Lake	Washington	Red Run	C-3	R	RE	6/26/2017
28-096	Roxbury	Letterkenny Township	Conodoquinet	B-1	S	G	10/26/2017
28-103	Comet Lake	Washington Township	Spring Run	C-3	R	RE	6/26/2017
28-108	Caledonia Water Co.	Greene Township	Stump Run	C-3	S	RE	7/26/2017
28-110	Lake Letterkenny Dam	Letterkenny Township	TR Rocky Spring Br	C-3	R	S	
28-111	Rocky Spring Dam	Letterkenny Township	Rocky Spring Br Back	C-3	R	RE	
28-112	Pond	Letterkenny Township	TR Keasy Run	C-4	I	RE	
28-114	Whitetail Land Co - A	Montgomery Township	TR Licking Creek	B-1	UIR	RE	12/29/2017
28-116	Scotland Pond #1	Greene Township	Conococheague	C-4	R	CN	
28-117	Scotland Pond #2	Greene Township	Conococheague	C-4	P	RR	
28-118	Scotland Pond #3	Greene Township	Conococheague	C-4	P	N	
28-119	Habig	Fannett Township	WB Conococheague	C-4	P	CN	
28-121	Amberson Valley Estates	Fannett Township	WB Conococheague	C-4	P	S	
28-122	Whitetail D	Montgomery Township	Conococheague	C-4	P	RE	
28-123	Whitetail C	Montgomery Township	TR Licking Crrek	C-3	P	RE	6/26/2017
28-124	Beacon of Greene	Guilford Township	TR Conococheague	C-4	P	RE	
28-125	Conocodell Golf Club	Greene Township	TR Conococheague	C-4	R	RE	
28-128	Timmons Farm Pond	Letterkenny Township	TR Conodoquinet	C-4			
28-129	Intake Pond	Quincy Township	EB Antietam	C-4			
01-073	Antietam	Hamiltonban Twp (Adams)	EB Antietam	B-1	S	RE	3/16/2018
01-077	Carbaugh Run	Franklin Twp (Adams)	Carbaugh Run	C-1	S	RE	11/15/2017
01-082	Long Pine Run	Franklin Twp (Adams)	Birch Run	A-1	S	RE	11/8/2017
29-032	Meadow Grounds	Ayr Twp (Fulton)	Roaring Run	B-1	R	RE	6/22/2017
MD00070	Lower Lake Royer	Washington Co., MD	TR Falls Creek	High	SR	RE	7/20/2017
MD00157	Upper Lake Royer	Washington Co., MD	TR Falls Creek		SR	RE	7/20/2017

Table 4.3.4.1.1: Dams with Potential to Impact Franklin County (June 2023)

Type Code	Description	Purpose Code	Description
CB	Butress	A	Ash Basin
CN	Concrete	B	Sediment Basin
ER	Rockfill	C	Flood Control
MS	Masonry	D	Debris Control
MV	Multi-arch	E	Slurry Impoundment
OT	Other	F	Stormwater Detention
PG	Gravity	G	Industrial/Mining Water Supply
QQ	Unpopulated	H	Hydroelectric
RC	RCC	I	Irrigation
RE	Earth	J	Intake Drinking Water
RR	Run of River	K	Intake Non-Drinking Water
SH	Sheetpile	L	Water Treatment Lagoon
ST	Stone	M	Mill Operation
TC	Timber Crib	N	Navigation
VA	Arch	O	Farm Pond
		P	Private Pond
		Q	Unpopulated
		R	Recreation
		S	Public Water Supply
		T	Tailings
		U	Snowmaking Water Supply
		V	Diversion
		W	Waste Impoundment (Untreated)
		X	Treated Waste Impoundment
		Y	Wetland Mitigation
		Z	Frac Water Lagoon

Figure 4.3.4.1.1: Definitions of Type and Purpose codes in Table 4.3.4.1.1

Hazard Classification	Impound Storage (acre ft)	Dam Height (ft)	Category Population at Risk	Economic Loss	Inspections
A1	A >= 50,000	H >= 100	Substantial (Numerous homes or small businesses or a large business or school).	Excessive such as extensive residential, commercial, or agricultural damage, or substantial public inconvenience.	Once a year by owner's engineer
A2			Few (A small number of homes or small businesses).	Appreciable such as limited residential, commercial, or agricultural damage, or moderate public inconvenience.	Once a year by owner's engineer
A3			None expected (no permanent structures for human habitation or employment),	Significant damage to private or public property and short duration public inconvenience such as damage to storage facilities or loss of critical stream crossings.	Every 2 years by DEP
A4			None expected (no permanent structures for human habitation or employment)	Minimal damage to private or public property and no significant public inconvenience.	Every 5 years by DEP
B1	1000 < A < 50,000	40 < H < 100	Substantial (Numerous homes or small businesses or a large business or school).	Excessive such as extensive residential, commercial, or agricultural damage, or substantial public inconvenience.	Once a year by owner's engineer
B2			Few (A small number of homes or small businesses).	Appreciable such as limited residential, commercial, or agricultural damage, or moderate public inconvenience.	Once a year by owner's engineer
B3			None expected (no permanent structures for human habitation or employment),	Significant damage to private or public property and short duration public inconvenience such as damage to storage facilities or loss of critical stream crossings.	Every 2 years by DEP
B4			None expected (no permanent structures for human habitation or employment)	Minimal damage to private or public property and no significant public inconvenience.	Every 5 years by DEP
C1	A <= 1000	H <= 40	Substantial (Numerous homes or small businesses or a large business or school).	Excessive such as extensive residential, commercial, or agricultural damage, or substantial public inconvenience.	Once a year by owner's engineer
C2			Few (A small number of homes or small businesses).	Appreciable such as limited residential, commercial, or agricultural damage, or moderate public inconvenience.	Once a year by owner's engineer
C3			None expected (no permanent structures for human habitation or employment),	Significant damage to private or public property and short duration public inconvenience such as damage to storage facilities or loss of critical stream crossings.	Every 2 years by DEP
C4			None expected (no permanent structures for human habitation or employment)	Minimal damage to private or public property and no significant public inconvenience.	Every 5 years by DEP

A is Area of Dam | H is Height of Dam

Figure 4.3.4.1.2: Pennsylvania Dam Classifications

Hazard Potential Category 1 and 2 Dams (A-1, A-2, B-1, B-2, C-1 and C-2) are required to be inspected by the owner's engineer every year and the report submitted to FCDES by December 31st. The Pennsylvania Department of Environmental Protection (DEP) also inspects these dams on an annual basis[27].

Hazard Potential Category 3 and 4 Dams (A-3, A-4, B-3, B-4, C-3 and C-4) are not required to have an annual inspection report submitted. However, they should be inspected and observed every 3 months by the dam owner for any changes in condition. DEP inspects the Category 3 dams every other year and the Category 4 dams every 5 years[28].

4.3.4.2 Range of Magnitude

Dam failures could cause significant or catastrophic damage to communities downstream of high hazard dams. The impact is determined by the amount of water which is released from the dam overflow or complete failure of the dam. DEP defines a high hazard dam as "any dam so located as to endanger populated areas downstream by its failure."

Dam failure evacuation time for people, pets, or livestock from the inundation area may vary due to circumstance. Dam failures can cause loss of life, hazardous materials releases, loss of critical infrastructure, agricultural damage, loss of livestock, loss of homes/businesses, and damage to natural resources. It can devastate a community and the economy. Seepage in earth dams could give a few hours for evacuation if detected early before failure. Overtopping due to heavy rain may give a few hours to evacuate or there may be a flash flood that gives little warning of dam failure. Dam failure could also be manmade due to terrorism or faulty operation of the dam.

The following high hazard dam failures would cause significant or catastrophic impact in Franklin County (See **Figure 4.3.4.2.1** below for overall map of County Dam Inundation Zones).

- Roxbury Dam would affect Lurgan, Letterkenny, and Southampton Townships.
- Whitetail Land Co. A. would affect Borough of Mercersburg and Montgomery Township.
- Gunter Valley Dam would affect Lurgan and Letterkenny Townships (at this time it has been breached, and was removed from the list of dams in 2021).
- Adams County Dams that would affect Franklin County are; Antietam, Carbaugh Run and Long Pine Run.
- Meadow Grounds Dam in Fulton County which will affect Warren Township (visibly emptied, but dam wall still intact).
- Lower Lake Royer Dam in Maryland which will affect Washington Township.

[27] DEP, 2013
[28] DEP, 2013

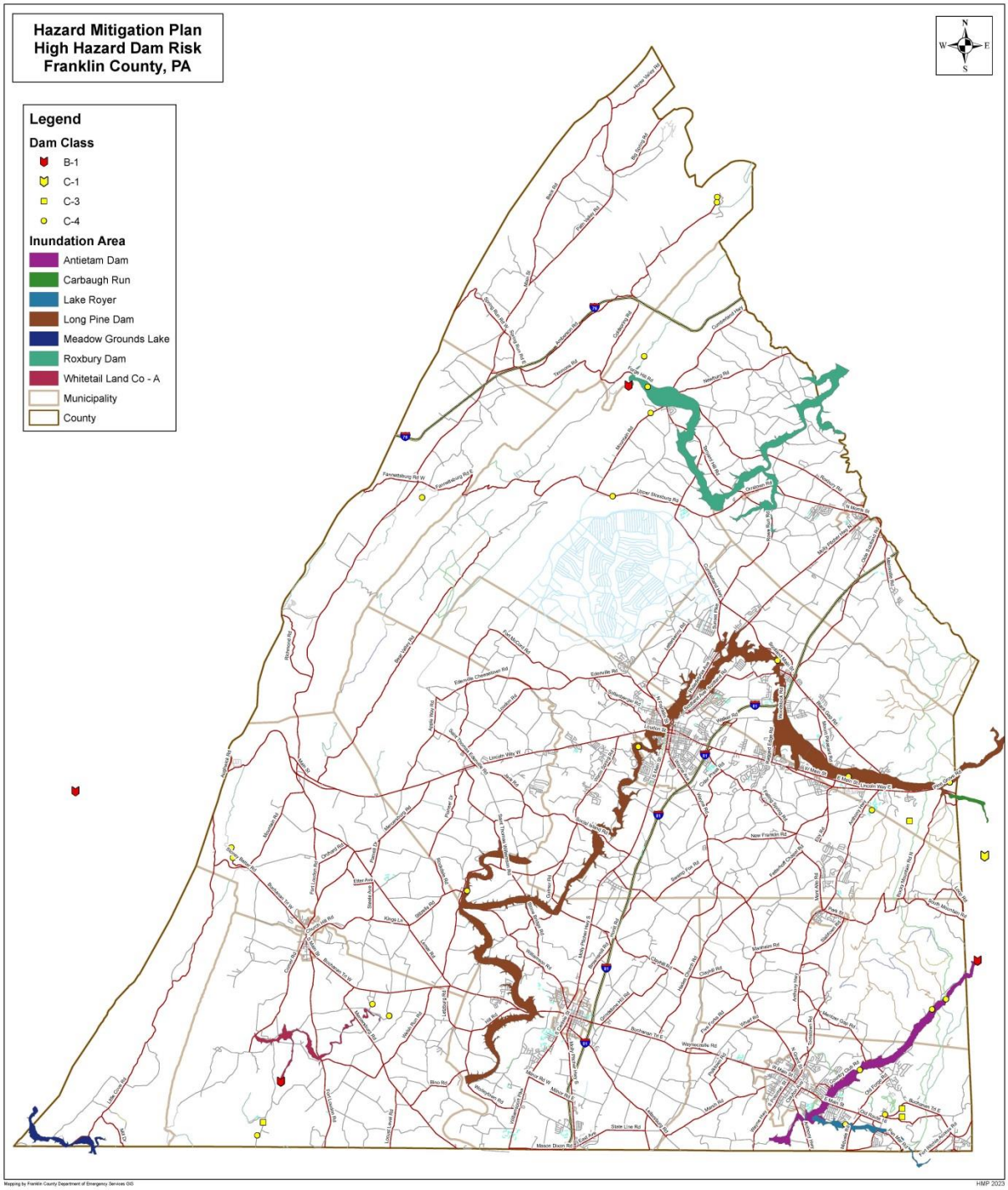


Figure 4.3.4.2.1: Franklin County Dam Inundation Zones (Mar 2023)

4.3.4.3 Past Occurrence

There have been three significant dam failures in Pennsylvania. The notorious Johnstown Flood is one of America's best-known disasters. The disaster occurred when an unusually large amount of rain fell over western Pennsylvania in May of 1889. Consequently, the earthen South

Fork Dam breached on May 31, 1889 and released 20 million tons of water into the Conemaugh River Valley, Cambria County. As the water rushed through the valley it swept away part of the community of South Fork and the communities of Mineral Point, Woodvale, Franklin, East Conemaugh, and finally, Johnstown. The dam had been known to be leaking and gave way when it was overtopped by the floodwaters. The narrow valley and the dense build-up along the Conemaugh floodplain downstream from the dam aggravated the flood catastrophe. When the flood was over, 16,000 people were homeless and 2,209 were dead.

On September 30, 1911, the Bayless Dam broke, claiming 78 lives in Austin, Potter County[29]. On July 19-20, 1977, a dam failure occurred on Laurel Run, Johnstown, PA. The filling of the lake and overtopping of the Laurel Run Dam went unnoticed during a late-night storm. The dam break came as a complete surprise, even though it probably occurred over a time span of roughly one hour. The failure killed 84 people and caused between $3 - 6 million in damages.

4.3.4.4 Future Occurrence

Provided that adequate engineering and maintenance measures are in place, high hazard dam failures are unlikely in Franklin County. DEP inventories and generally regulates all dams that meet one of the following criteria[30]:

- The dam is located across a watercourse and the contributory drainage area to the dam exceeds 100 acres;
- The dam is located across a watercourse and the maximum depth of water, measured from the upstream toe of the dam to the top of the dam at maximum storage elevation, is greater than 15 feet;
- The dam is located across a watercourse and the impounding capacity (storage volume) at maximum storage elevation is greater than 50 acre-feet;
- The dam stores water, is not located on a watercourse, and has no contributory drainage, but the maximum depth exceeds 15 feet and the maximum storage volume exceeds 50 acre-feet; or
- The dam is used for storage of fluids or semi-fluids other than water, the escape of which may result in air, water, or land pollution or endanger to persons or property.

The construction, operation, maintenance, modification, and abandonment of dams regulated by the DEP is reviewed and monitored by the Department's Program of Dam Safety. Dams are evaluated based on categories such as slope stability, undermining seepage, and spillway adequacy. The presence of structural integrity and inspection programs significantly reduces the potential for major dam failure events to occur. Minor dam failures are more common since low hazard structures are minimally regulated, but the impact of these events is minimal.

[29] ASDSO, 2010
[30] DEP, 2013

Dam Emergency Action Plans drafted in accordance with the Federal Guidelines for Dam Safety identify the risk related information including the inundation area and the time lapse between failure and flooding reaching specific destinations downstream. Seven (7) of the 34 dams located in Franklin County are regulated by DEP and have approved Emergency Action Plans. These plans are also reviewed and approved by PEMA and a copy is kept at Franklin County Department of Emergency Services (FCDES).

Dams regulated by federal agencies are subject to the dam safety offices of the regulating agency. The Federal Emergency Regulatory Commission (FERC) Office of Energy Projects' Dam Safety and Inspections Division conducts construction, operation, exemption, special, pre-license, and environmental and public use inspections of energy production dams to minimize risk associated with FERC dams. United States Army Corps of Engineers (USACE) dams are inspected and maintained by the district where the dam is located.

4.3.4.5 Vulnerability Assessment

The Pennsylvania Code classifies dams based on impoundment storage, dam height, loss of life, and economic loss. Vulnerability is defined by identifying the location of dams having high hazard potential, as defined by The Pennsylvania Code (§ 105.91 Classification of dams and reservoirs). Specifically, Category 1 dams were identified, indicating that the loss of life would be substantial or that economic loss would be excessive to residential, commercial, and agricultural areas and cause substantial public inconvenience. Notably, in 2011, the provisions for dam hazard potential classification changed; a fourth category of dam was added to capture instances where there might be damage to property but not loss of human life[31].

The extent of downstream inundation areas vary based on dam characteristics. Inundation maps show the area that is projected to be impacted by flooding due to a dam failure. A county wide GIS layer of inundation maps would be effective in identifying risk more precisely than a dam location map. The inundation areas included on the maps in this document were digitized in GIS using the newest plans that have been provided to Franklin County. The accuracy of the areas is dependent on the quality and size of the maps in those plans. However inundation maps are not available in ArcGIS or AutoCAD for Franklin County due to the various levels of ownership and administration; the inundation information is hosted by a variety of different federal, state, local agencies and private owners.

Franklin County has 3 high hazard dams; Gunter Valley Dam (removed in 2021), Roxbury Dam, and the Whitetail Land Co – A Dam located in county, but is impacted by an additional 5 external high hazard dams; Antietam Dam (Adams County), Carbaugh Run Dam (Adams County), Long Pine Run Dam (Adams County), Meadow Grounds Dam (Fulton County), and Lower Lake Royer Dam (Washington County, MD). The following section shows inundation maps and pictures of these dams.

[31] PEMA, 2013

Gunter Valley Dam

Gunter Valley Dam (28-102) is visibly breached, and was removed from the list of dams in 2021. **Figure 4.3.4.5.1** and **Figure 4.3.4.5.2** below show the lakebed and the tributary to the Gunter Valley Dam respectively.

Figure 4.3.4.5.1: Gunter Valley Dam Lakebed

Figure 4.3.4.5.2: Stream Leading into Gunter Valley Dam

Figure 4.3.4.5.3 below shows an aerial view of the Gunter Valley Dam. However, no inundation area is shown due to the dam being breeched. This document will be updated if the circumstances of the operation of this dam changes.

Figure 4.3.4.5.3: Aerial View of Gunter Valley Dam Without Inundation Zones

Roxbury Dam

The Roxbury Dam (28-096) is classified as a B-1 high hazard dam. **Figure 4.3.4.5.4, Figure 4.3.4.5.5,** and **Figure 4.3.4.5.6** below show south end of the dam wall, the north wing wall, and the entrapment area respectively.

Figure 4.3.4.5.4: South Wall of Roxbury Dam

Figure 4.3.4.5.5: North Wing Wall of Roxbury Dam

Figure 4.3.4.5.6: Entrapment Area of the Roxbury Dam

Figure 4.3.4.5.7 below shows the Roxbury Dam inundation area. It impacts Letterkenny, Lurgan, and Southampton Townships before flowing into Cumberland County.

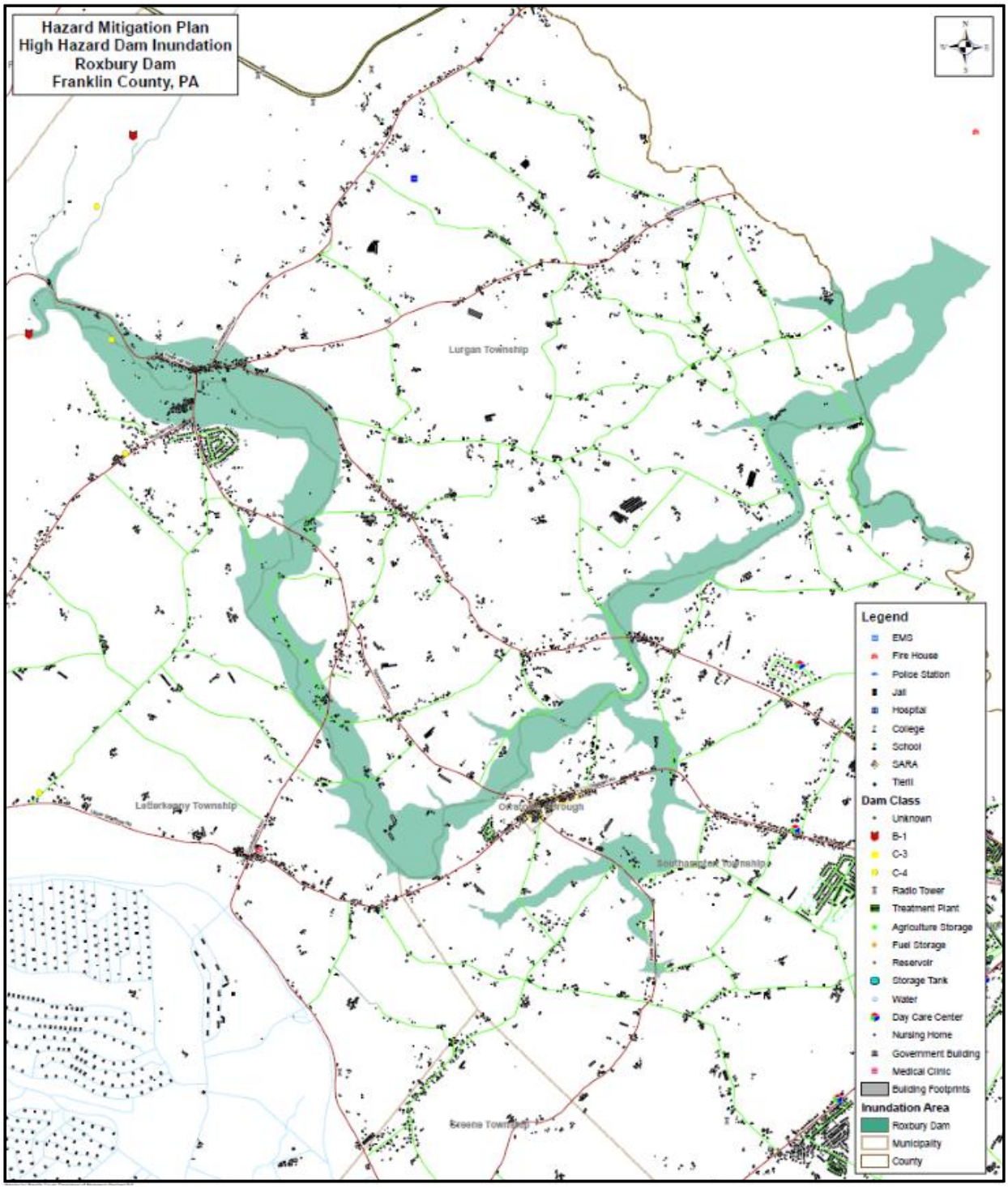


Figure 4.3.4.5.7: Roxbury Dam Inundation Zones

Table 4.3.4.5.1 below identifies the number of structures impacted by the Roxbury Dam inundation zone and the estimated value of those structures. The assessed values of these structures were recorded in the Franklin County Tax Assessment database and reflect values as assessed in 1961. Therefore, to get approximate value of these structures in 2022 dollars they

were multiplied by a factor of 10.53. This factor is given to the county by the state and is based off of sales in the previous year.

Roxbury Dam Failure Impacts				
Municipality	Impacted Parcels	Impacted Structures	Assessed Value (1961)	Estimated Value (2021)
Letterkenny Township	17	134	$561,570	$5,295,605
Lurgan Township	163	411	$1,902,080	$17,936,614
Southampton Township	35	86	$678,330	$6,396,652
Totals	215	631		$29,628,871

Table 4.3.4.5.1: Roxbury Dam Inundation Zone Structural Impacts (Oct 2021)

Whitetail Dam Land Co. – A

The Whitetail Land Co. – A Dam (28-114) is classified as a B-1 high hazard dam. **Figure 4.3.4.5.8, Figure 4.3.4.5.9,** and **Figure 4.3.4.5.10** below show the entrapment area, spillway, and dam wall respectively.

Figure 4.3.4.5.8: Whitetail Land Co. – A Dam Entrapment Area

Figure 4.3.4.5.9: Whitetail Land Co. – A Dam Spillway

Figure 4.3.4.5.10: Whitetail Land Co. – A Dam Wall

Figure 4.3.4.5.11 below shows the Whitetail Land Co. – A Dam inundation area. It impacts Montgomery Township.

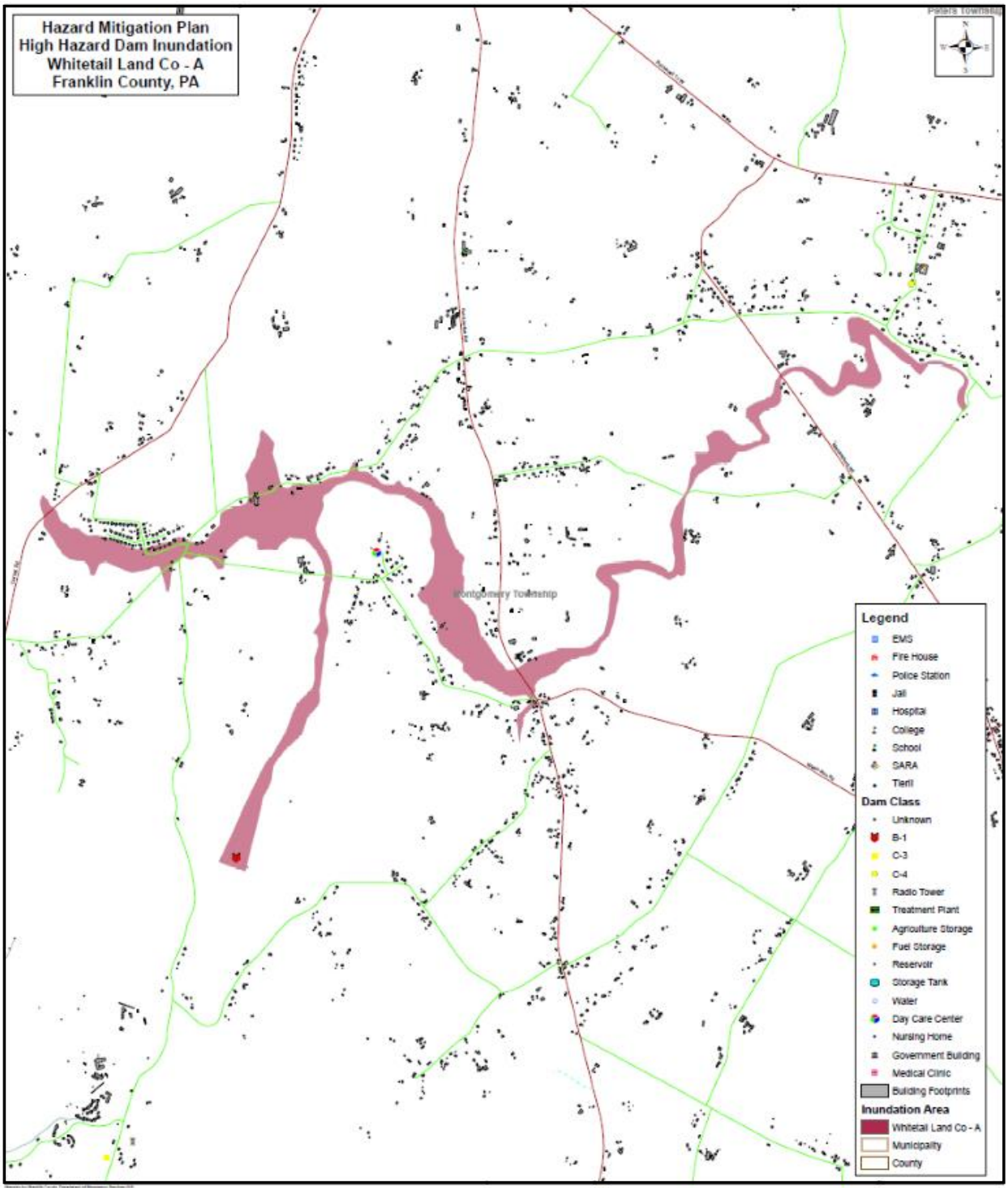


Figure 4.3.4.5.11: Whitetail – A Dam Inundation Zone

Table 4.3.4.5.2 below identifies the number of structures impacted by the Whitetail Land Co. – A Dam inundation zone and the estimated value of those structures. The assessed values of these structures were recorded in the Franklin County Tax Assessment database and reflect values as assessed in 1961. Therefore, to get approximate value of these structures in 2022 dollars they

were multiplied by a factor of 10.53. This factor is given to the county by the state and is based off of sales in the previous year.

Whitetail Land Co. - A Dam Failure Impacts				
Municipality	Impacted Parcels	Impacted Structures	Assessed Value (1961)	Estimated Value (2021)
Montgomery Township	18	35	$511,070	$4,819,390
Totals	18	35		$4,819,390

Table 4.3.4.5.2: Whitetail Land Co. – A Dam Inundation Zone Structural Impacts (Oct 2021)

Antietam Dam (Adams County)

The Antietam Dam (01-073) is classified as a B-1 high hazard dam. **Figure 4.3.4.5.12, Figure 4.3.4.5.13,** and **Figure 4.3.4.5.14** below show the entrapment area, spillway, and dam wall respectively.

Figure 4.3.4.5.12: Antietam Dam Entrapment Area

Figure 4.3.4.5.13: Antietam Dam Spillway

Figure 4.3.4.5.14: Antietam Dam Wall

Figure 4.3.4.5.15 below shows the Antietam Dam inundation area. It impacts Quincy Township, Washington Township, and Waynesboro Borough.

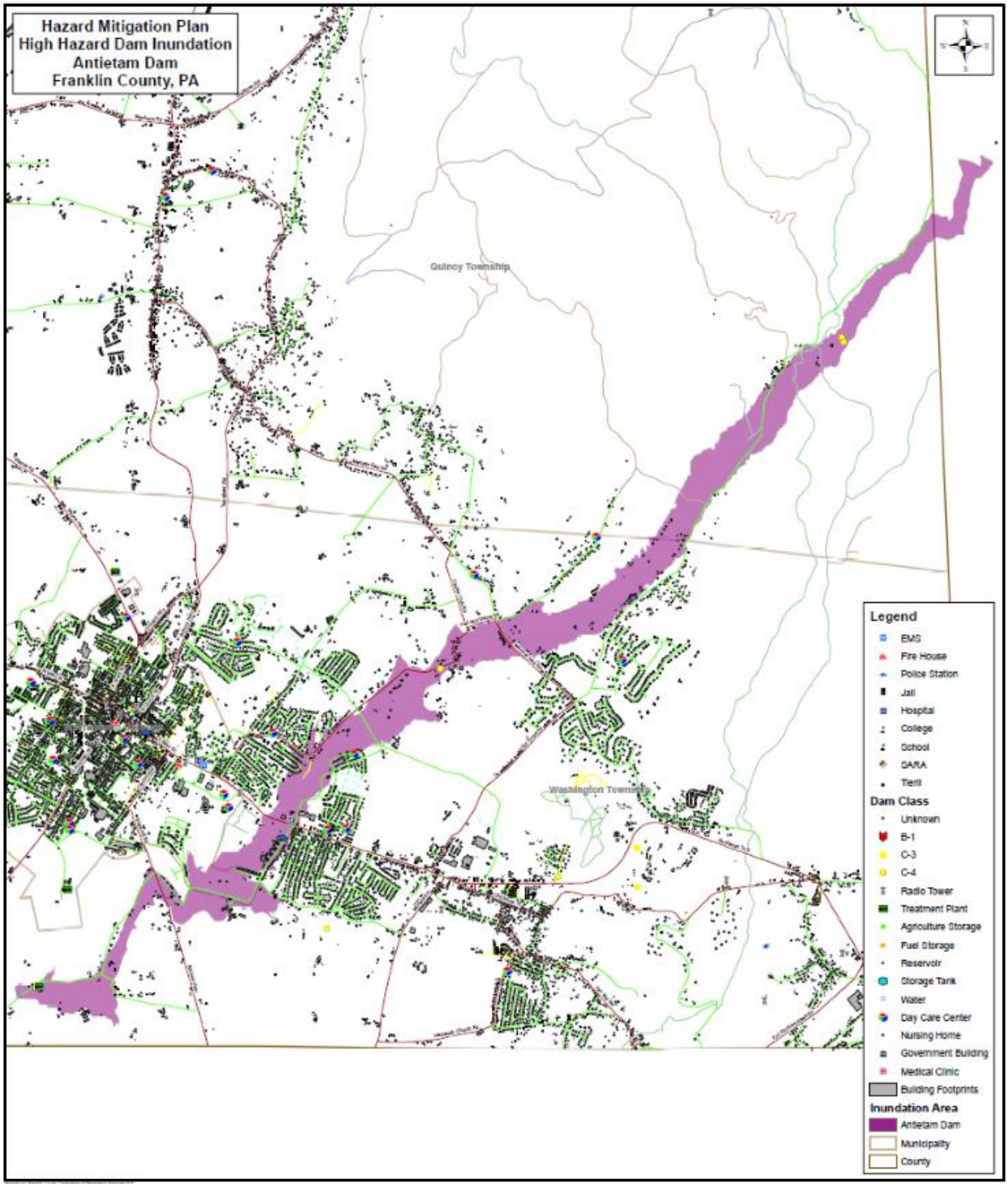


Figure 4.3.4.5.15: Antietam Dam Inundation Zone

Table 4.3.4.5.3 below identifies the number of structures impacted by the Antietam Dam inundation zone and the estimated value of those structures. The assessed values of these structures were recorded in the Franklin County Tax Assessment database and reflect values as assessed in 1961. Therefore, to get approximate value of these structures in 2022 dollars they

were multiplied by a factor of 10.53. This factor is given to the county by the state and is based off of sales in the previous year.

Antietam Dam Failure Impacts				
Municipality	Impacted Parcels	Impacted Structures	Assessed Value (1961)	Estimated Value (2021)
Quincy Township	8	20	$402,070	$3,791,520
Washington Township	165	407	$4,913,080	$46,330,344
Waynesboro Borough	2	6	$13,270	$125,136
Totals	175	433		$50,247,000

Table 4.3.4.5.3: Antietam Dam Inundation Zone Structural Impacts (Oct 2021)

Carbaugh Run Dam (Adams County)

The Carbaugh Run Dam (01-077) is classified as a C-1 high hazard dam. **Figure 4.3.4.5.16, Figure 4.3.4.5.17,** and **Figure 4.3.4.5.18** below show the entrapment area, spillway, and dam wall respectively.

Figure 4.3.4.5.16: Carbaugh Run Dam Entrapment Area

Figure 4.3.4.5.17: Carbaugh Run Dam Spillway

Figure 4.3.4.5.18: Carbaugh Run Dam Wall

Figure 4.3.4.5.19 below shows the Carbaugh Run Dam inundation area. It impacts Greene Township.

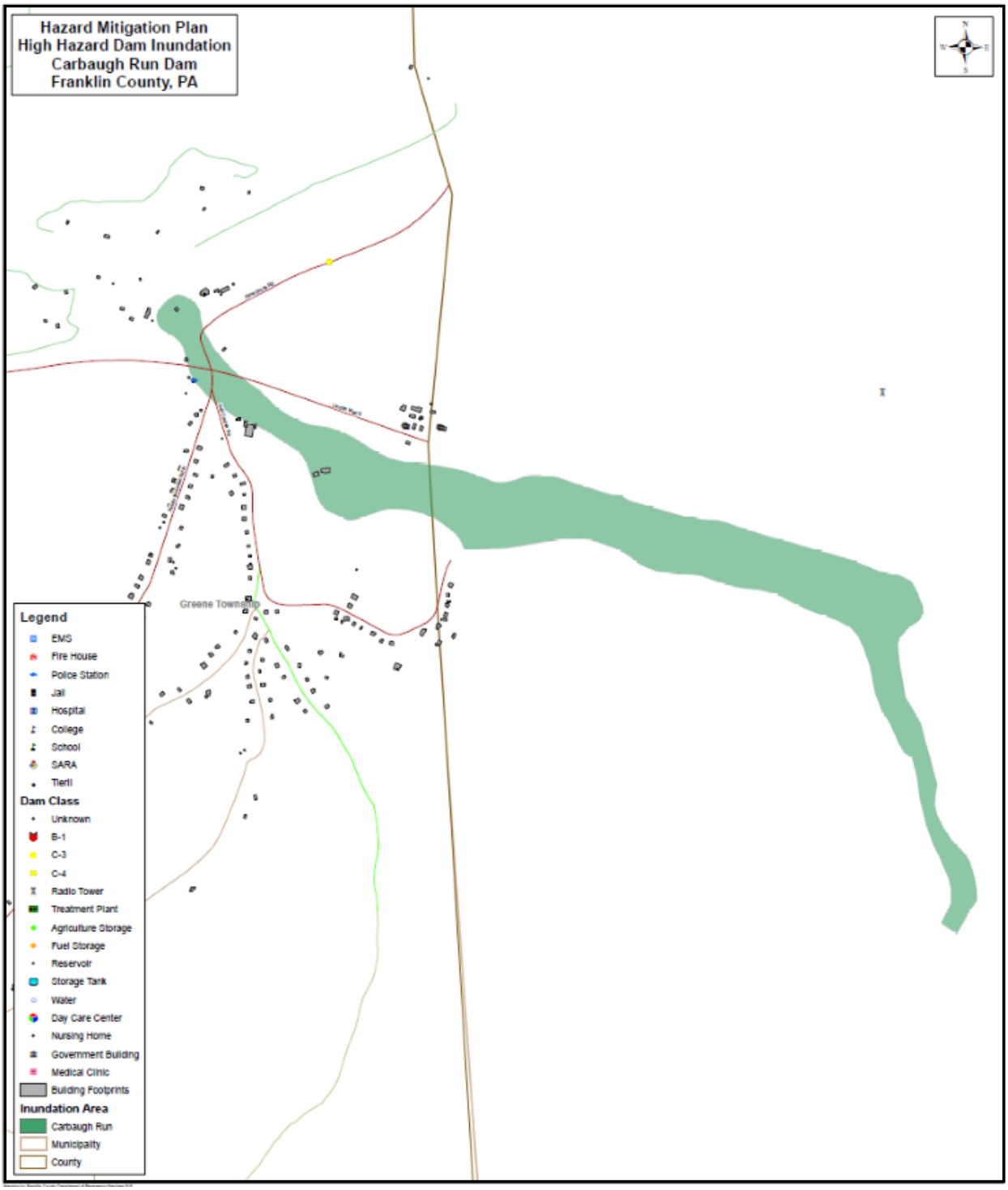


Figure 4.3.4.5.19: Carbaugh Run Dam Inundation Zone

Table 4.3.4.5.4 below identifies the number of structures impacted by the Carbaugh Run Dam inundation zone and the estimated value of those structures. The assessed values of these structures were recorded in the Franklin County Tax Assessment database and reflect values as assessed in 1961. Therefore, to get approximate value of these structures in 2022 dollars they

were multiplied by a factor of 10.53. This factor is given to the county by the state and is based off of sales in the previous year.

Carbaugh Run Dam Failure Impacts				
Municipality	Impacted Parcels	Impacted Structures	Assessed Value (1961)	Estimated Value (2021)
Greene Township	2	3	$63,020	$594,279
Totals	2	3		$594,279

Table 4.3.4.5.4: Carbaugh Run Dam Inundation Zone Structural Impacts (Oct 2021)

Long Pine Run Dam (Adams County)

The Long Pine Run Dam (01-082) is classified as a A-1 high hazard dam. **Figure 4.3.4.5.20, Figure 4.3.4.5.21,** and **Figure 4.3.4.5.22** below show the entrapment area, spillway, and dam wall respectively.

Figure 4.3.4.5.20: Long Pine Run Dam Entrapment Area

Figure 4.3.4.5.21: Long Pine Run Dam Spillway

Figure 4.3.4.5.22: Long Pine Run Dam Wall

Figure 4.3.4.5.23 below shows the Long Pine Run Dam inundation area. It impacts Antrim Township, Chambersburg Borough, Greene Township, Guilford Township, Hamilton Township, Peters Township, and St Thomas Township.

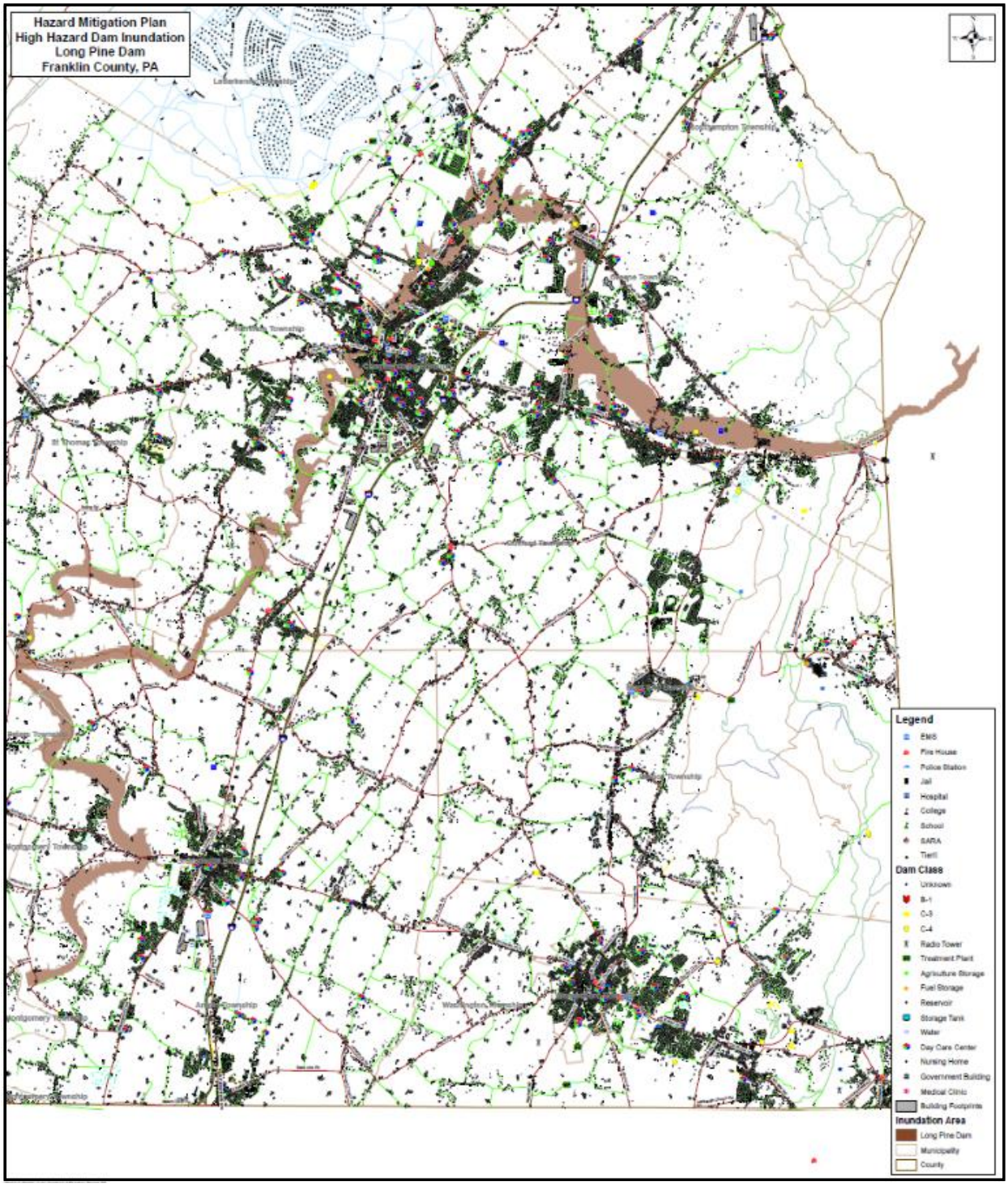


Figure 4.3.4.5.23: Long Pine Run Dam Inundation Zone

Table 4.3.4.5.5 below identifies the number of structures impacted by the Long Pine Run Dam inundation zone and the estimated value of those structures. The assessed values of these structures were recorded in the Franklin County Tax Assessment database and reflect values as assessed in 1961. Therefore, to get approximate value of these structures in 2022 dollars they

were multiplied by a factor of 10.53. This factor is given to the county by the state and is based off of sales in the previous year.

Long Pine Run Dam Failure Impacts				
Municipality	Impacted Parcels	Impacted Structures	Assessed Value (1961)	Estimated Value (2021)
Antrim Township	76	165	$1,548,700	$14,604,241
Chambersburg Borough	449	600	$25,700,150	$242,352,414
Greene Township	857	1676	$22,925,480	$216,187,276
Guilford Township	51	89	$594,290	$5,604,155
Hamilton Township	32	78	$545,660	$5,145,574
Peters Township	2	5	$40,020	$377,389
St Thomas Township	44	98	$557,200	$5,254,396
Totals	1511	2711		$489,525,445

Table 4.3.4.5.5: Long Pine Run Dam Inundation Zone Structural Impacts (Oct 2021)

Meadow Grounds Dam (Fulton County)

The Meadow Grounds Dam (29-032) is classified as a B-1 high hazard dam. **Figure 4.3.4.5.24, Figure 4.3.4.5.25,** and **Figure 4.3.4.5.26** below show the entrapment area, spillway, and dam wall respectively.

Figure 4.3.4.5.24: Meadow Grounds Dam Entrapment Area

Figure 4.3.4.5.25: Meadow Grounds Dam Spillway

Figure 4.3.4.5.26: Meadow Grounds Dam Wall

Figure 4.3.4.5.27 below shows the Meadow Grounds Dam inundation area. It impacts Warren Township.

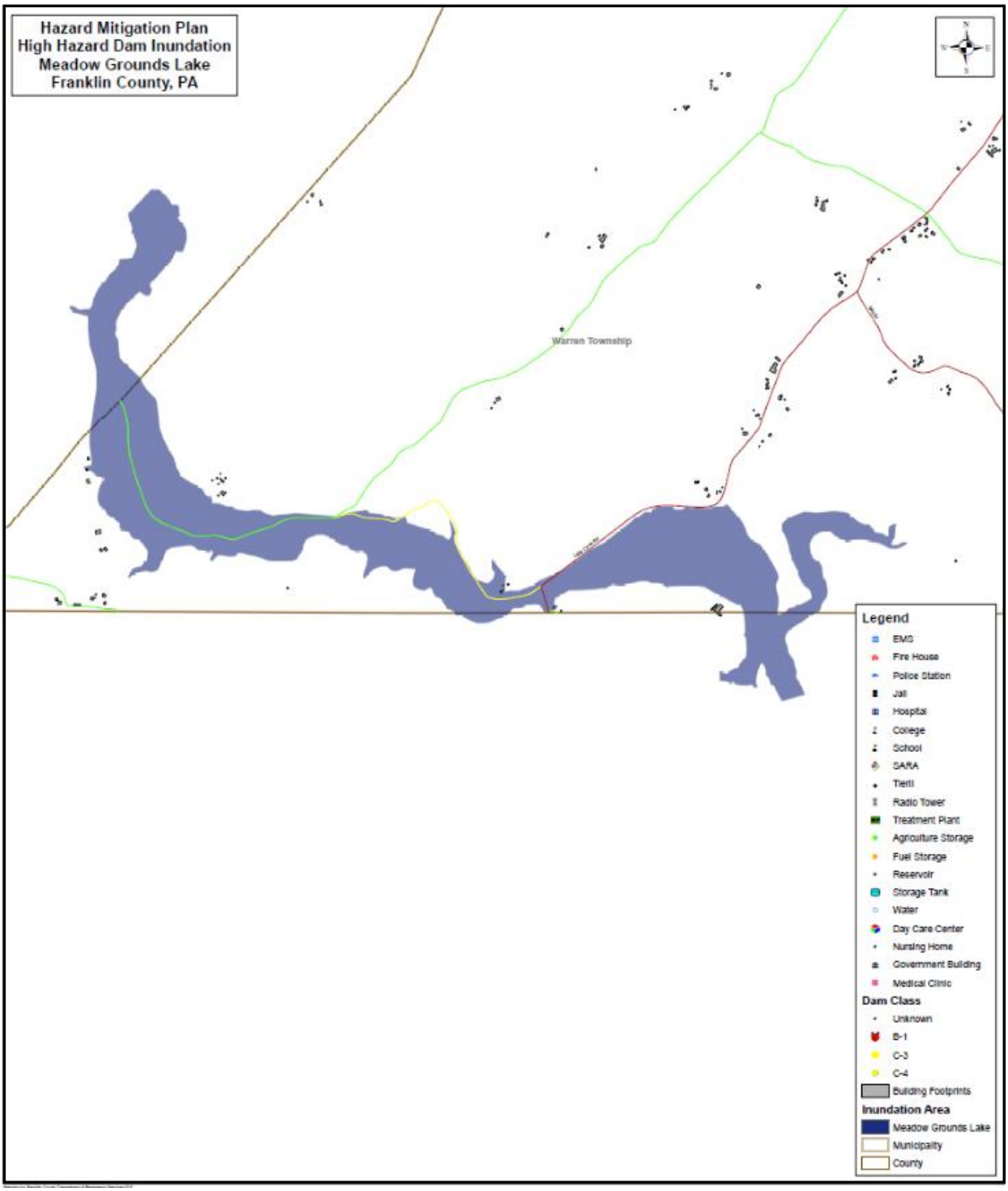


Figure 4.3.4.5.27: Meadow Grounds Dam Inundation Zone

Table 4.3.4.5.6 below identifies the number of structures impacted by the Meadow Grounds Dam inundation zone and the estimated value of those structures. The assessed values of these structures were recorded in the Franklin County Tax Assessment database and reflect values as assessed in 1961. Therefore, to get approximate value of these structures in 2022 dollars they

were multiplied by a factor of 10.53. This factor is given to the county by the state and is based off of sales in the previous year.

Meadow Grounds Dam Failure Impacts				
Municipality	Impacted Parcels	Impacted Structures	Assessed Value (1961)	Estimated Value (2021)
Warren Township	1	3	$2,450	$23,104
Totals	1	3		$23,104

Table 4.3.4.5.6: Meadow Grounds Dam Inundation Zone Structural Impacts (Oct 2021)

Lower Lake Royer Dam (Washington County, MD)

The Lower Lake Royer Dam (MD00070) is classified as a High hazard dam. **Figure 4.3.4.5.28, Figure 4.3.4.5.29,** and **Figure 4.3.4.5.30** below show the entrapment area, spillway, and dam wall respectively.

Figure 4.3.4.5.28: Lower Lake Royer Dam Entrapment Area

Figure 4.3.4.5.29: Lower Lake Royer Dam Spillway

Figure 4.3.4.5.30: Lower Lake Royer Dam Wall

Figure 4.3.4.5.31 below shows the Lower Lake Royer Dam inundation area. It impacts Washington Township and Waynesboro Borough.

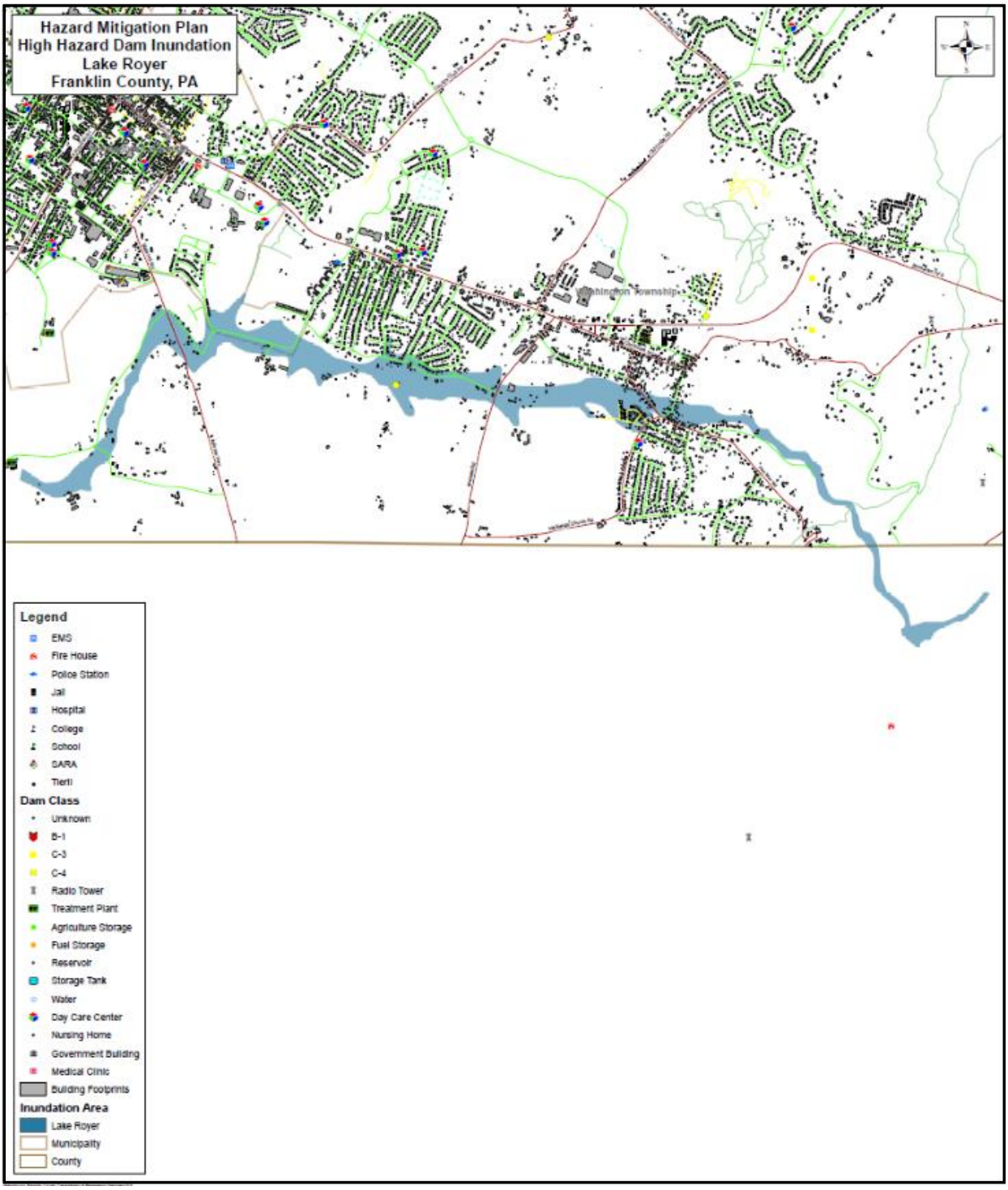


Figure 4.3.4.5.31: Lower Lake Royer Inundation Zone

Table 4.3.4.5.7 below identifies the number of structures impacted by the Lower Lake Royer Dam inundation zone and the estimated value of those structures. The assessed values of these structures were recorded in the Franklin County Tax Assessment database and reflect values as assessed in 1961. Therefore, to get approximate value of these structures in 2022 dollars they

were multiplied by a factor of 10.53. This factor is given to the county by the state and is based off of sales in the previous year.

Lower Lake Royer Dam Failure Impacts				
Municipality	Impacted Parcels	Impacted Structures	Assessed Value (1961)	Estimated Value (2021)
Washington Township	109	273	$1,516,160	$14,297,389
Waynesboro Borough	2	2	$59,630	$562,311
Totals	111	275		$14,859,700

Table 4.3.4.5.7: Lower Lake Royer Dam Inundation Zone Structural Impacts (Oct 2021)

Table 4.3.4.5.8 shows the critical facilities in the inundation zones of the high hazard dams in each municipality of Franklin County.

Municipality	Total Number of Critical Facilities	Critical Facilities in Risk Areas
Antrim Township	110	2
Chambersburg Borough	185	17
Fannett Township	33	0
Greencastle Borough	32	0
Greene Township	135	20
Guilford Township	110	1
Hamilton Township	52	1
Letterkenny Township	29	1
Lurgan Township	24	4
Mercersburg Borough	18	0
Metal Township	21	0
Mont Alto Borough	7	0
Montgomery Township	31	1
Orrstown Borough	1	0
Peters Township	34	0
Quincy Township	54	2
Shippensburg Borough	6	0
Southampton Township	46	2
St Thomas Township	32	1
Warren Township	4	0
Washington Township	65	8
Waynesboro Borough	64	0
Totals	**1093**	**60**

Table 4.3.4.5.8: Critical Facilities per Municipality Impacted by High Hazard Dams

Table 4.3.4.5.9 shows the number of critical facilities that fall in the inundations zone of the 7 functional high hazard dams that impact Franklin County or the Franklin County population.

Dam	Total Number of Critical Facilities Impacted
Antietam Dam	7
Carbaugh Run Dam	0
Lake Royer Dam	4
Long Pine Run Dam	42
Meadow Grounds Lake Dam	0
Roxbury Dam	7
Whitetail – A Dam	1
Total	**61**

Table 4.3.4.5.9: Critical Facilities Impacted per High Hazard Dam

Figure 4.3.4.5.32 represents the municipality hazard threat risk assessment for dam failures in Franklin County. This self-assessment by the municipalities ranks a Dam Failure as the number 17 highest threat in the county and is considered an overall Minor risk. However, based on the lack of history of this threat in the county, the future occurrence of a dam failure can be considered ***unlikely*** as defined by the Risk Factor Methodology criteria (See **Section 4.4**).

Dam Failure Hazard Threat Risk Assessment											Risk Factor Scale	
											Catastrophic	3.0 - 4.0
											Major	2.5 - 2.9
											Moderate	2.0 - 2.4
											Minor	1.5 - 1.9
											Insignificant	1.0 - 1.4
Municipality	Probability (1-4)	Wt	Impact (1-4)	Wt	Spatial (1-4)	Wt	Warning Time (1-4)	Wt	Duration (1-4)	Wt	Risk Factor (RF)	% of County Population	Contribution to County RF
Antrim Township	1	30%	1	30%	1	20%	1	10%	4	10%	1.3	10.12%	0.1316
Chambersburg Borough	2	30%	2	30%	3	20%	4	10%	4	10%	2.6	14.05%	0.3653
Fannett Township	1	30%	1	30%	1	20%	4	10%	4	10%	1.6	1.59%	0.0254
Greencastle Borough	1	30%	1	30%	1	20%	3	10%	4	10%	1.5	2.73%	0.0410
Greene Township	1	30%	1	30%	1	20%	3	10%	4	10%	1.5	11.82%	0.1773
Guilford Township	1	30%	2	30%	3	20%	4	10%	4	10%	2.3	9.38%	0.2157
Hamilton Township	1	30%	1	30%	1	20%	4	10%	4	10%	1.6	7.29%	0.1166
Letterkenny Township	1	30%	2	30%	1	20%	4	10%	4	10%	1.9	1.58%	0.0300
Lurgan Township	2	30%	4	30%	3	20%	4	10%	4	10%	3.2	1.42%	0.0454
Mercersburg Borough	1	30%	1	30%	1	20%	4	10%	4	10%	1.6	0.97%	0.0155
Metal Township	1	30%	1	30%	2	20%	4	10%	4	10%	1.8	1.13%	0.0203
Mont Alto Borough	1	30%	1	30%	1	20%	1	10%	4	10%	1.3	1.01%	0.0131
Montgomery Township	1	30%	1	30%	1	20%	3	10%	4	10%	1.5	3.68%	0.0552
Orrstown Borough	1	30%	1	30%	1	20%	1	10%	4	10%	1.3	0.14%	0.0018
Peters Township	1	30%	1	30%	1	20%	4	10%	4	10%	1.6	2.86%	0.0458
Quincy Township	1	30%	2	30%	2	20%	1	10%	4	10%	1.8	3.41%	0.0614
Shippensburg Borough	1	30%	1	30%	1	20%	4	10%	4	10%	1.6	0.75%	0.0120
Southampton Township	1	30%	1	30%	1	20%	3	10%	4	10%	1.5	5.49%	0.0824
St Thomas Township	2	30%	1	30%	1	20%	2	10%	4	10%	1.7	3.79%	0.0644
Warren Township	2	30%	2	30%	2	20%	3	10%	4	10%	2.3	0.21%	0.0048
Washington Township	1	30%	3	30%	2	20%	3	10%	4	10%	2.3	9.55%	0.2197
Waynesboro Borough	2	30%	2	30%	2	20%	4	10%	4	10%	2.4	7.02%	0.1685
Municipal Weighted Average Risk Factor (RF)													1.913

Figure 4.3.4.5.32: Municipal Dam Failure Threat Vulnerability Self-Assessment

Even though Franklin County has not experienced a dam failure in recorded history, it is still a distinct possibility. The most troublesome aspect of the above information is the total number of critical facilities that could be impacted by a breach of the Long Pine Run Dam, which is in Adams County. This means that we could have very little impact to mitigate the actual failure of the Dam Failure itself and may have to develop some mitigation actions that address expected flow of water from such a breach.

4.3.4.6 Community Lifeline Integration

Potential impacts to the Community Lifelines by a Dam Failure are shown below. There is potential for possible impact to all seven lifelines, depending on the severity and location of the breach.

4.3.5 Drought

National Geographic explains drought to be an extended period of unusually dry weather when there is not enough rain. The lack of precipitation can cause a variety of problems for local communities, including damage to crops and a shortage of drinking water. These effects can lead to devastating economic and social disasters, such as famine, forced migration away from drought-stricken areas, and conflict over remaining resources.

Because the full effects of a drought can develop slowly over time, impacts can be underestimated. However, drought can have drastic and long-term effects on vegetation, animals, and people. Since 1900, more than eleven 11 million people have died and more than 2 billion people have been affected by drought. Drought is also one of the costliest weather-related disasters. In the past 30 years, the U.S. has experienced 16 billion-dollar droughts, totaling $195 billion in losses[32].

The National Oceanic and Atmospheric Administration (NOAA) depicts drought to be an *absence* of water. The climatological community has defined four types of drought:

- Meteorological drought happens when dry weather patterns dominate an area. Meteorological drought can begin and end rapidly.
- Hydrological drought occurs when low water supply becomes evident, especially in streams, reservoirs, and groundwater levels, usually after many months of meteorological drought. Hydrological drought takes much longer to develop and then to recover.
- Agricultural drought happens when crops become affected.
- Socioeconomic drought relates the supply and demand of various commodities to drought.

[32] NGS, 2023

The U.S. Drought Monitor established a drought scale much like those that rate hurricanes and tornadoes. The "D-scale" speaks to the "unusualness" of a drought episode. Over the long run, D1 conditions are expected to occur about 10 to 20 percent of the time. D4 is much rarer, expected less than 2% of the time[33].

Figure 4.3.5.1 shows the current drought conditions in Pennsylvania using the D-scale according to the USDA (as of November 2017):

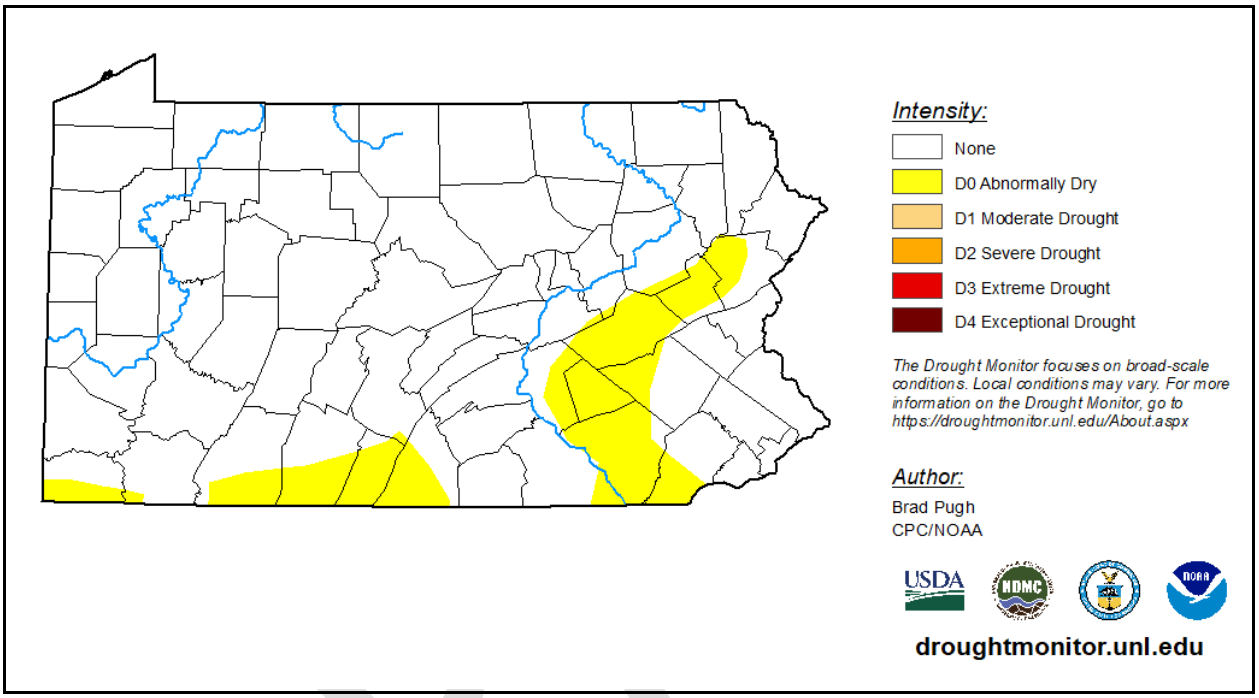


Figure 4.3.5.1: Pennsylvania Drought Conditions (May 2023)

4.3.5.1 Location and Extent

The current climate in Pennsylvania, when compared to many other states across the U.S., is generally water-rich. However, like all other states, Pennsylvania is subject to periodic droughts that impact the Commonwealth's ability to meet its water needs. While large geographic areas can be impacted by a given drought, areas with extensive agricultural land use can experience particularly significant impacts. Agriculture comprises more than 269,530 acres of land in Franklin County. Franklin County ranks 4 in the state in total agricultural cash receipts (market value of all agricultural products = $476,469,000), additionally, statewide Franklin County ranks 2 in the production of milk, cattle, melons, and corn for silage and 3 for fruit and berry production. Because of its high agriculture production, a drought incident could have a tremendous impact on the county.

Figure 2.1.7 in **Section 2,** County Profile shows Franklin County's Agricultural Resources and Land breakdown.

[33] NOAA, 2023

4.3.5.2 Range of Magnitude

Droughts can have varying effects, depending upon what month they occur, severity, duration, and location. Some droughts may have their greatest impact on agriculture and even short term droughts, when coupled with extreme temperatures, can be devastating. Others may impact water supply or other water use activities such as recreation. Most droughts cause direct impacts to aquatic resources. Drought events are defined by rainfall amounts, vegetation conditions, soil moisture conditions, water levels in reservoirs, stream flow, agricultural productivity, or economic impacts.

Hydrologic drought events result in a reduction of stream flows, reduction of lake/reservoir storage, and reduced groundwater levels. These events have a significant adverse impact on public water supplies for human consumption, rural water supplies for livestock consumption/agricultural operations, water quality, natural soil water/irrigation water for agriculture, soil moisture, conditions conducive to wildfire events, and water for navigation/recreation.

The DEP, Office of Water Resources Planning, is responsible for drought management. Many drought management activities are coordinated at the county level, so the office's monitoring efforts are oriented primarily on a county basis as well. On a routine basis, the office reviews precipitation, stream flow, groundwater level, soil moisture, and reservoir storage information. Regular attention to these drought "indicators" is designed to provide timely identification of developing drought conditions.

- **Precipitation Deficits**

The earliest indicators of a potential drought are precipitation deficits, because it is precipitation that provides the basis for both our ground and surface water resources. The National Weather Service has long-term monthly averages of precipitation for each county (each county uses a varied number of rain gauges to determine the county average). These averages are updated at the end of each decade, based upon the most recent 30 years, and are considered "normal" monthly precipitation. Each month, the total cumulative precipitation values in each county, for periods ranging from 3 to 12 months, are compared against the normal values for the same periods. Totals that are less than the normal values represent deficits, which are then converted to percentages of the normal values.

Table 4.3.5.2.1 below is provided by PADEP which indicates Precipitation Deficit Drought Indicators:

Duration of Deficit Accumulation (months)	Drought Watch (Deficit as Percentage of Normal Precipitation)	Drought Warning (Deficit as Percent of Normal Precipitation)	Drought Emergency (Deficit as Percent of Normal Precipitation)
3	25	35	45
4	20	30	40
5	20	30	40
6	20	30	40
7	18.5	28.5	38.5
8	17.5	27.5	37.5
9	16.5	26.5	36.5
10	15	25	35
11	15	25	35
12	15	25	35

Table 4.3.5.2.1: Precipitation Deficiency Drought Indicators

- **Stream Flows**

After precipitation, stream flows provide the next earliest indication of a developing drought. Stream flows typically lag behind precipitation in signaling a drought. The U.S. Geological Survey (USGS) maintains a network of stream gages across the state. PADEP currently uses 61 of these gauges (58 in Pennsylvania, 2 in Maryland, and 1 in West Virginia), equipped with satellite communication transmitters, as its drought monitoring network. Similar to precipitation, long-term 30-day average stream flow values have been computed for each of the stream gauges, but rather than using only the past 30 years, the entire period of record for each gauge is used. Both the Commonwealth of Pennsylvania and the USGS use "percentiles" in regard to stream-flow statistics. Every day, USGS stream-gauge records are used to compute an average flow of the last 30 days preceding that day (called the "30-day moving average daily flow"), that serves as a stream-flow indicator. The stream-flow indicators are then compared with statistical flow values known as "percentiles" derived from historic stream-gauge records. A flow percentile is a value on a scale from 0 to 100 that indicates the percent of the time on that given date throughout the gauge period of record that flow has been equal to or below that value. An average flow over the last 30 days having a percentile range of:

- 10 to 25 is considered as the entry into Drought Watch.
- 5 to 10 as entry into Drought Warning.
- 0 to 5 as entry into Drought Emergency.

Suitable stream gauges with adequate periods of record do not exist in each of the 67 counties; therefore, surrogate stream-flow gauges are used for some counties. The term "Exceedances" is sometime used to describe drought statistics and may be considered the complement of percentiles; i.e., a 10% exceedance is equivalent to a 90th percentile value, a 75% exceedance is equivalent to a 25th percentile value, etc.

- **Groundwater Levels**

Groundwater is usually the third indicator of a developing drought. Groundwater typically lags behind precipitation, largely because of the storage effect. About 80 trillion gallons of groundwater is stored throughout Pennsylvania, enough to cover the entire state with more than 8 feet of water, according to Department of Conservation and Natural Resources (DCNR) publication ES3, "The Geology of Pennsylvania's Groundwater." Therefore, precipitation deficits can accumulate for several months before the resultant lack of groundwater recharge becomes clearly evident in groundwater levels. As with stream-flow, the term "percentiles" is used in regard to groundwater statistics. Groundwater levels are used to indicate drought status in a manner similar to stream flows. Every day, groundwater levels in USGS observation wells are used to compute an average level of the last 30 days preceding that day (called the '30-day moving average groundwater level"), that serves as a groundwater indicator. The groundwater indicators are then compared with statistical groundwater-level values known as "percentiles" derived from historic observation-well records. A percentile is a value on a scale from 0 to 100 that indicates the percent of the time on that given date throughout the observation well period of record that water levels have been equal to or below that value. Groundwater percentile ranges of 10 to 25, 5 to 10, and 0 to 5 are used to represent entry into watch, warning and emergency, respectively. Suitable observation wells with adequate periods of record do not exist in each of the 67 counties; therefore, surrogate wells are used for some counties.

- **Soil Moisture**

Palmer Drought Severity Index Soil moisture information is provided by NOAA in the form of the "Palmer Drought Severity Index." The Palmer Index is a computed value, based on a number of meteorological and hydrological factors; it is compiled weekly by the Climate Prediction Center of the National Weather Service. Palmer values of:

- -2.00 to -2.99 indicate a watch status.
- -3.00 to -3.99 indicate warning.
- -4.00 and less indicate emergency.

The Palmer Indices are available for the 10 Palmer regions of the state and are updated weekly[34].

[34] USGS, 1984

Severity Category	PSDI Value	Drought Status
Extremely Wet	4.0 or more	none
Very Wet	3.0 to 3.99	none
Moderately Wet	2.0 to 2.99	none
Slightly wet	1.0 to 1.99	none
Incipient wet spell	0.5 to 0.99	none
Near normal	0.49 to -0.49	none
Incipient dry spell	-0.5 to -0.99	none
Mild drought	-1.0 to -1.99	none
Moderate drought	-2.0 to -2.99	Watch
Sever drought	-3.0 to -3.99	Warning
Extreme drought	-4.0 or less	Emergency

Table 4.3.5.2.2: Palmer Drought Severity Index

- **Reservoir storage levels**

Depending on the total quantity of storage and the length of the refill period for the various reservoirs, DEP uses varying percentages of storage draw down to indicate the 3 drought stages for each of the reservoirs. The worst drought event on record for Pennsylvania occurred in 1963, when precipitation statewide averaged below normal for 10 of 12 months. Drought emergency status led to widespread water use restrictions, and reservoirs dipped to record low levels. Corn, hay, and other agricultural products shriveled in parched fields, causing economic losses. Governor William Scranton sought drought aid for Pennsylvania in the face of mounting agricultural losses, and the event became a presidentially declared disaster in September 1963.

DEP and PEMA manage droughts based on a 3-stage process. The indicators are used to identify, generally on a county basis, the overall water supply conditions. These indicators are used by DEP and PEMA to manage water supply droughts. While some of the indicators could be used as well to help identify meteorological or agricultural or other types of droughts, the primary objective is to identify and manage water supply droughts.

- **Drought Watch**

Generally, when 3 or more of the indicators are signaling a drought watch condition for a county or group of counties, DEP will notify PEMA of the developing conditions and will ask PEMA to convene a meeting of the Commonwealth Drought Task Force. Based upon

recommendations from the Task Force, including direction from the Governor, the Secretary of DEP may issue a drought watch on behalf of the Governor. Press releases are issued to the media and letters are sent to all public water suppliers in the affected area, notifying them of the need to monitor their own supplies and begin following their drought contingency plans and to update their plans if necessary. Approved drought contingency plans are valid for only 3 years from the date of approval. Citizens are requested to voluntarily reduce water usage by about 5%. DEP increases its monitoring activities from monthly to weekly and begins to monitor the status of public water suppliers in the affected area. Regular meetings of the Task Force are also scheduled to review developing conditions. The general goal is to reduce water use by 5-10 percent through voluntary water conservation.

General guidelines to follow when in a drought watch may contain such practices as the following:

- Run water only when necessary.
- Avoid running the faucet while brushing your teeth or shaving, or letting the shower run for several minutes before use.
- Check for household leaks.
- Run dishwashers and washing machines only with full loads.
- Replace older appliances with high-efficiency, front-loading models that use about 30 percent less water and 40 to 50 percent less energy.
- Install low-flow plumbing fixtures and aerators on faucets.

- **Drought Warning**

When the indicators signal a warning condition, a similar process is followed, leading to a drought warning announcement, again by the Secretary of DEP on behalf of the Governor. Press releases are issued to the media and letters are again sent to all public water suppliers in the affected area, notifying them of the developing conditions. Citizens are asked to voluntarily reduce water use by 10-15 percent. Frequency of Task Force meetings may be increased as well.

- **Drought Emergency**

When an emergency is indicated (and upon the recommendation of the Task Force), PEMA convenes a meeting of the Emergency Management Council under the chair of the Lt. Governor. Upon consideration of all the information available, including input from the county commissioners and county emergency management staff in the affected counties, the council may recommend that the Governor issue a proclamation of drought emergency. Upon issuance of the emergency proclamation by the Governor, Chapters 118, 119, and 120 of the Emergency Management Regulation become effective. Again, letters are sent to the public water suppliers. DEP increases its monitoring activities from weekly to daily, and drought reports may be prepared daily and posted on the DEP drought website. PEMA's county drought task forces meet on a regular basis and the Commonwealth Drought Task Force may begin weekly meetings to ensure continued coordination among the agencies. During an emergency, the Commonwealth Drought Coordinator is responsible for overseeing and coordinating the day-to-day drought management activities of DEP and is also

responsible for reviewing and either granting or denying requests for variances from the Chapter 119 nonessential water use restrictions[35].

Also provided by DEP are two possible restrictions that could happen as a result of drought:

- **Nonessential Water Use Restrictions**

The drought management activities most visible to the general public during a declared drought emergency are the nonessential water use restrictions required by Chapter 119. These restrictions are designed to achieve a reduction in overall water use of up to 25%. The overall objective of all drought management activities is to protect public health, safety, and welfare, with health and safety being paramount. To help protect welfare, water use restrictions are limited, at least initially, to nonessential uses. These restrictions apply generally to watering of lawns, gardens and shrubs; washing vehicles and paved surfaces; filling swimming pools; and use of water for ornamental purposes. Chapter 119.6 states: "If compliance with the prohibition of nonessential use of water would result in extraordinary hardship upon a water user, the water user may apply for an exemption or variance. These requests are reviewed and variances are either granted or denied by the Commonwealth Drought Coordinator."

- **Water Rationing**

In some cases, the Chapter 119 water use restrictions may not be sufficient to protect the supplies of an individual public water supplier. When an individual supplier's sources are so depleted as to threaten health and safety, it may become necessary to ration water within that system in order to protect the sources for these most essential uses. Under the provisions of Chapter 120, a public water supplier or a municipality may request approval to ration water within its service area. Rationing water is a more severe measure than merely banning nonessential uses of water. Under rationing, each customer on the system is allotted a given amount of water, based on a method of allotment developed by the supplier or municipality. Generally it will be based on a percentage of previous usage or on a specific daily quantity per household. These restrictions are more likely to have some effect on welfare, because industry and commerce may be cut back as well. Under Pennsylvania law, only the Governor has authority to ration resources, including water resources. For this reason, approval from the Commonwealth Drought Coordinator, acting as agent for the Emergency Management Council and on behalf of the Governor, is required for a water supplier or municipality to ration water. Requests are reviewed by the Commonwealth Drought Coordinator to ensure that rationing is justified and that appropriate rationing methods will be employed[36].

4.3.5.3 Past Occurrence

Figure 4.3.5.3.1 below, from the Public Opinion, was taken on Dec 26, 2016 at the Long Pine Run Dam in Adams County. Normally at that time of year, the person in the photo would have been underwater, in a year with normal precipitation.

[35] DEP, 2018
[36] DEP, 2018

Figure 4.3.5.3.1: Long Pine Run Dam Drought Impact (Dec 2016)

Table 4.3.5.3.1 below represents the times that Franklin County has been under anything except for a "normal" status for drought conditions from September 30, 1999 through January 25, 2023.

Dates	Drought Status	Dates	Drought Status
Nov 9, 2016 – May 16, 2017	Watch	Nov 7, 2002 – Dec 19, 2002	Watch
Jun 17, 2015 – Jul 10, 2015	Watch	**Feb 12, 2002 – Nov 7, 2002**	**Emergency**
Aug 5, 2011 – Sep 2, 2011	Watch	Nov 6, 2001 – Feb 12, 2002	Warning
Sep 16, 2010 – Nov 10, 2010	Warning	Aug 8, 2001 – Nov 6, 2001	Watch
Aug 6, 2007 – Feb 15, 2008	Watch	Sep 30, 1999 – May 5, 2000	Watch
Apr 11, 2006 – Jun 30, 2006	Watch		

Table 4.3.5.3.1: History of Drought in Franklin County (1999-2023)[37]

4.3.5.4 Future Occurrence

It is difficult to forecast the severity and frequency of future drought events in Pennsylvania, and Franklin County is no different. There is no pattern to the history of drought events in the county. The past occurrences happen randomly and the durations are consistent with past

[37] DEP, 2023

averages. In the past 10 years, we have only experienced 7 months under Drought Watch status, approximately 6% of the time. Franklin County has not exceeded a Drought Watch in over 12 years.

At the national level, the FEMA National Risk Index Map calculates a community's relative risk for Drought using an equation that combines scores for Expected Annual Loss due to natural hazards, Social Vulnerability and Community Resilience. According to FEMA, Franklin County's Expected Annual Loss for Drought is classified as Relatively Low, the Social Vulnerability is Relatively Low and the Community Resilience is Relatively High, resulting in an overall Risk Index of Relatively Low as compared to other communities in the United States.

Historically, 9 of 10 areas in the Commonwealth are under a drought warning or emergency 5-10% of the time while one area in central Pennsylvania is under a drought warning or emergency 10-15% of the time. Overall, with most of the Commonwealth being in severe or extreme drought less than 15% of the time, the probability of future droughts is considered ***possible*** as defined in **Section 4.4**.

The USGS routinely monitors well levels across the state. Measurements from the Franklin County Observation Well can be found in **Figure 4.3.5.4.1** below[38].

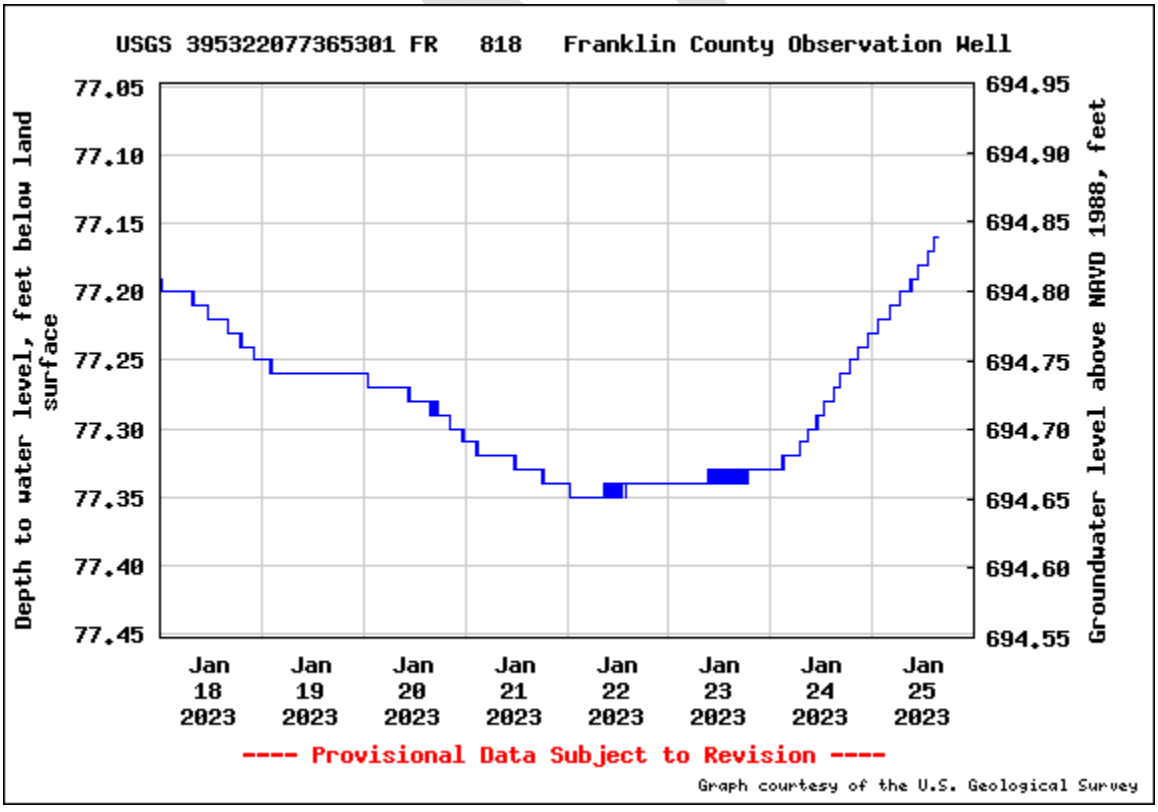


Figure 4.3.5.4.1: Sample of Franklin County Well Observations (Jan 2023)

[38] USGS, 2023

Another factor to consider when dealing with drought is that other counties can have an impact at a local level. For example, the reservoir in Michaux State Forest (Long Pine Run Dam) in Adams County supplies drinking water to the largest borough (Chambersburg) in Franklin County. Therefore, the drought status of neighboring counties can also have impacts on the local communities.

4.3.5.5 Vulnerability Assessment

As a hazard, droughts primarily impact water supply and agricultural land. Areas of the Commonwealth that rely on private wells are more impacted by water supply reductions than areas of the Commonwealth on public water supply; frequently, these areas reliant on groundwater wells are more rural in nature. In 2023, records from the Pennsylvania Groundwater Information System showed a total of 13,590 domestic water wells in the county[39].

According to the National Drought Mitigation Center at the University of Nebraska-Lincoln (2023), environmental impacts of drought include:

- Damage to animal species in the form of reduced water and feed availability
- Degradation of fish and wildlife habitat, migration and concentration issues (too many or too few animals in a given area), stress to endangered species and loss of biodiversity
- Lower water levels in reservoirs, lakes, and ponds
- Reduced stream flow
- Loss of wetlands
- Increased groundwater depletion, land subsidence, and reduced groundwater recharge.
- Water quality impacts like salinity, water temperature increases, pH changes, dissolved oxygen, or turbidity
- Loss of biodiversity
- Loss of trees
- Increased number and severity of fires
- Reduced soil quality and erosion issues
- Increased dust or pollutants

Jurisdictions with large amounts of farmland and high agricultural yields, like Franklin County are more likely to be affected by drought hazards. According to the 2017 US Department of Agriculture Agricultural Census, Franklin County was ranked number 4 in the state for agriculture sales.

Figure 4.3.5.5.1 represents the municipality hazard threat risk assessment for Drought in Franklin County. One can see from **Figure 4.3.5.5.1** below, 4 municipalities ranked this hazard as either a Catastrophic or Major and 11 of the remaining 18 municipalities rated it as a Moderate risk. This self-assessment by the municipalities ranks the Drought hazard as the number 9 highest threat in the county and is considered an overall Moderate risk.

[39] DCNR, 2023

Drought Hazard Threat Risk Assessment											Risk Factor Scale Catastrophic 3.0 - 4.0 Major 2.5 - 2.9 Moderate 2.0 - 2.4 Minor 1.5 - 1.9 Insignificant 1.0 - 1.4		
Municipality	Probability (1-4)	Wt	Impact (1-4)	Wt	Spatial (1-4)	Wt	Warning Time (1-4)	Wt	Duration (1-4)	Wt	Risk Factor (RF)	% of County Population	Contribution to County RF
Antrim Township	2	30%	1	30%	4	20%	1	10%	4	10%	2.2	10.12%	0.2226
Chambersburg Borough	2	30%	2	30%	2	20%	2	10%	4	10%	2.2	14.05%	0.3091
Fannett Township	2	30%	1	30%	1	20%	1	10%	4	10%	1.6	1.59%	0.0254
Greencastle Borough	3	30%	3	30%	2	20%	4	10%	4	10%	3.0	2.73%	0.0819
Greene Township	2	30%	2	30%	3	20%	1	10%	4	10%	2.3	11.82%	0.2719
Guilford Township	2	30%	1	30%	3	20%	1	10%	4	10%	2.0	9.38%	0.1876
Hamilton Township	2	30%	2	30%	3	20%	1	10%	4	10%	2.3	7.29%	0.1677
Letterkenny Township	2	30%	1	30%	3	20%	1	10%	4	10%	2.0	1.58%	0.0316
Lurgan Township	2	30%	1	30%	1	20%	2	10%	4	10%	1.7	1.42%	0.0241
Mercersburg Borough	2	30%	1	30%	4	20%	1	10%	4	10%	2.2	0.97%	0.0213
Metal Township	1	30%	2	30%	1	20%	1	10%	4	10%	1.6	1.13%	0.0181
Mont Alto Borough	2	30%	2	30%	3	20%	1	10%	4	10%	2.3	1.01%	0.0232
Montgomery Township	3	30%	1	30%	4	20%	2	10%	4	10%	2.6	3.68%	0.0957
Orrstown Borough	1	30%	1	30%	1	20%	1	10%	4	10%	1.3	0.14%	0.0018
Peters Township	2	30%	1	30%	1	20%	4	10%	4	10%	1.9	2.86%	0.0543
Quincy Township	2	30%	1	30%	3	20%	1	10%	4	10%	2.0	3.41%	0.0682
Shippensburg Borough	2	30%	1	30%	4	20%	1	10%	4	10%	2.2	0.75%	0.0165
Southampton Township	1	30%	1	30%	3	20%	1	10%	4	10%	1.7	5.49%	0.0933
St Thomas Township	3	30%	2	30%	1	20%	4	10%	4	10%	2.5	3.79%	0.0948
Warren Township	2	30%	1	30%	3	20%	1	10%	4	10%	2.0	0.21%	0.0042
Washington Township	1	30%	1	30%	1	20%	1	10%	4	10%	1.3	9.55%	0.1242
Waynesboro Borough	3	30%	1	30%	4	20%	1	10%	4	10%	2.5	7.02%	0.1755
Municipal Weighted Average Risk Factor (RF)													2.113

Figure 4.3.5.5.1: Municipal Drought Threat Vulnerability Self-Assessment

4.3.5.6 Community Lifeline Integration

Potential impacts to the Community Lifelines by a Drought are shown below. While five of the lifelines would likely be unaffected, Food, Water & Shelter could see a significant impact and Safety & Security could also be impacted.

4.3.6 Earthquake

An earthquake is the motion or trembling of the ground produced by sudden displacement of rock usually within the upper 1-20 miles of the Earth's crust. Earthquakes result from crustal strain, volcanism, landslides or the collapse of underground caverns. Earthquakes can affect hundreds of thousands of square miles, cause damage to property measured in the tens of billions of dollars, result in the loss of life and injury to hundreds of thousands of persons, and disrupt the social and economic functioning of the affected area. Most property damage and earthquake-related deaths are caused by the failure and collapse of structures due to ground shaking which is dependent upon amplitude and duration of the earthquake.

4.3.6.1 Location and Extent

Per the DCNR, earthquakes are not common in Pennsylvania. Earthquakes in Pennsylvania occur primarily in the southeastern and northwestern portions of the state. However, earthquakes have also occurred sporadically across the state. While the majority of events are small, there have been moderate size events recorded, as well. A comprehensive study of seismicity in PA was conducted in 2013-2015 by the Pennsylvania State Seismic Network (PASEIS), which is made up of seismic stations in Pennsylvania State Parks and Penn State University campuses. These stations measure seismic activity across the state, based on magnitude and depth. Based on the study, Franklin County has a documented history of only one earthquake, originating in the county, since 1931.

4.3.6.2 Range of Magnitude

Earthquake magnitude is typically measured by using the Richter scale, a scale which describes the energy release of an earthquake. **Table 4.3.6.2.1** summarizes the effects of an earthquake at various magnitudes.

Richter Magnitudes	Earthquake Effects
Less than 3.5	Generally not felt, but recorded
3.5 – 5.4	Often felt, but rarely cause damage
Under 6.0	At most, slight damage to well designed buildings; can cause major damage to poorly constructed buildings over small regions
6.1 – 6.9	Can be destructive in areas where people live; up to about 100 kilometers across
7.0 – 7.9	Major earthquake; can cause serious damage over large areas
8.0 or Greater	Great earthquake; can cause serious damage in areas several hundred kilometers across

Table 4.3.6.2.1: Richter Scale Magnitude and Associated Earthquake Size Effects

While the Richter scale measures the size or magnitude of an earthquake and related effects, intensity is typically measured by the Modified Mercalli scale as shown in **Table 4.3.6.2.2**.

Scale	Intensity	Description of Efects	Richter Magnitudes
I	Instrumental	Detected only on seismograph	Less than 4.2
II	Feeble	Some people feel it	Less than 4.2
III	Slight	Felt by people resting; like a truck rumbling by	Less than 4.2
IV	Moderate	Felt by people walking	Less than 4.2
V	Slightly Strong	Sleepers awake; church bells ring	Less than 4.8
VI	Strong	Trees sway; suspended objects swing; objects fall off shelves	Less than 5.4
VII	Very Strong	Mild alarm, walls crack, plaster falls	Less than 6.1
VIII	Destructive	Moving cars lose control, masonry fractures, poorly constructed buildings are damaged	Less than 6.9
IX	Ruinous	Some houses collapse, ground cracks, pipes break	Less than 6.9
X	Disastrous	Ground cracks profusely, many buildings destroyed, landslides widespread	Less than 7.3
XI	Very Disastrous	Most buildings and bridges collapse, roads, railways, pipes, and cables destroyed; general triggering of other hazards	Less than 8.1
XII	Catastrophic	Total destruction, trees fall, ground rises and falls in waves	Greater than 8.1

Table 4.3.6.2.2: Modified Mercalli Intensity Scale with Associated Impacts

The economic and environmental impact of earthquakes can be devastating, especially when flooding, landslides, poor water quality, broken pipes, and downed lines occur as the result of earthquake.

4.3.6.3 Past Occurrence

Earthquakes are relatively rare on the East Coast of the United States, but there have been a few that were felt in Franklin County in the recent past. See **Table 4.3.6.3.1** below for the past events.

Date	Magnitude	Depth	Epicenter
August 23, 2011	5.8	0.5 miles	Virginia
July 16, 2013	1.8	3.1 miles	Guilford Township
February 26, 2019	1.1	3.1 miles	Southampton Township

Table 4.3.6.3.1: Earthquakes Felt or Located in Franklin County (2007-2023)[40]

Although all events were felt by residents in the county, there was little to no damage reported. See **Figure 4.3.6.3.1** below for an example of minor damage caused by the Aug 2011 earthquake.

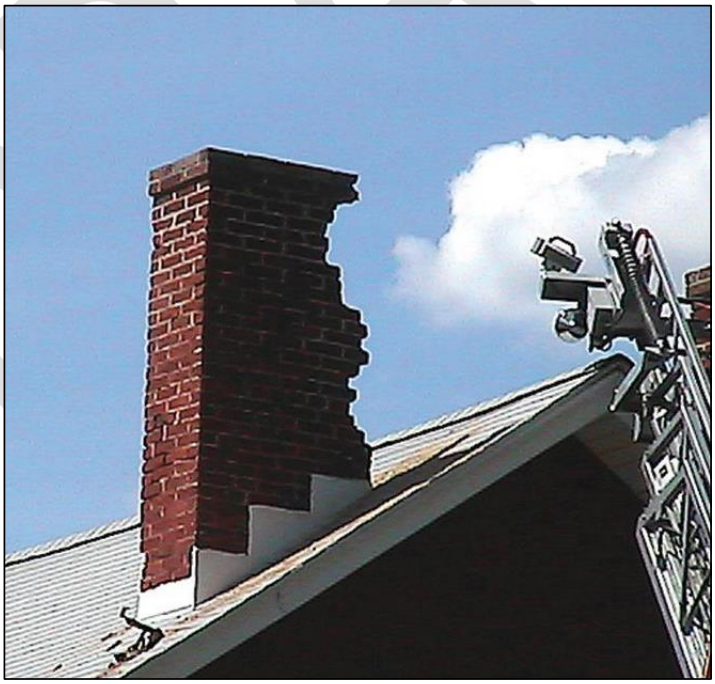


Figure 4.3.6.3.1: Chimney Damage (Fayetteville, PA) - Aug 2011 Earthquake[41]

[40] USGS, 2023

[41] The Record Herald, 2011

4.3.6.4 Future Occurrence

The FEMA National Risk Index Map calculates a community's relative risk for an Earthquake using an equation that combines scores for Expected Annual Loss due to natural hazards, Social Vulnerability and Community Resilience. According to FEMA, Franklin County's Expected Annual Loss for an Earthquake is classified as Very Low, the Social Vulnerability is Relatively Low and the Community Resilience is Relatively High, resulting in an overall Risk Index of Very Low as compared to other communities in the United States.

The probability of a minor earthquake in Franklin County is low, but possible, given the history of events. Franklin County may also feel the impact of an event occurring in a neighboring county or outside of the State, which can occur in the documented range of 3.5 or lower. Per the USGS survey models the chance of an incident above 5.0 on the Richter scale in Franklin County is less than 1% over the next 50 years. Therefore, the future occurrence of an earthquake in Franklin County can be considered ***unlikely*** as defined by the Risk Factor Methodology probability criteria (See **Section 4.4**).

4.3.6.5 Vulnerability Assessment

Figure 4.3.6.5.1 represents the municipality hazard threat risk assessment for Earthquakes in Franklin County. One can see from **Figure 4.3.6.5.1** below, 3 municipalities ranked this hazard as a Major risk and 5 of the remaining 19 municipalities rated it as a Moderate risk. This self-assessment by the municipalities ranks the Earthquake hazard as the number 14 highest threat in the county and is considered an overall Minor risk.

Earthquake Hazard Threat Risk Assessment											Risk Factor Scale		
											Catastrophic		3.0 - 4.0
											Major		2.5 - 2.9
											Moderate		2.0 - 2.4
											Minor		1.5 - 1.9
											Insignificant		1.0 - 1.4
Municipality	Probability (1-4)	Wt	Impact (1-4)	Wt	Spatial (1-4)	Wt	Warning Time (1-4)	Wt	Duration (1-4)	Wt	Risk Factor (RF)	% of County Population	Contribution to County RF
Antrim Township	2	30%	2	30%	4	20%	4	10%	1	10%	2.5	10.12%	0.2530
Chambersburg Borough	2	30%	3	30%	4	20%	4	10%	1	10%	2.8	14.05%	0.3934
Fannett Township	1	30%	1	30%	1	20%	1	10%	1	10%	1.0	1.59%	0.0159
Greencastle Borough	1	30%	2	30%	3	20%	4	10%	1	10%	2.0	2.73%	0.0546
Greene Township	2	30%	1	30%	4	20%	4	10%	1	10%	2.2	11.82%	0.2600
Guilford Township	1	30%	2	30%	4	20%	4	10%	1	10%	2.2	9.38%	0.2064
Hamilton Township	1	30%	1	30%	1	20%	4	10%	1	10%	1.3	7.29%	0.0948
Letterkenny Township	1	30%	1	30%	3	20%	4	10%	1	10%	1.7	1.58%	0.0269
Lurgan Township	1	30%	1	30%	1	20%	1	10%	1	10%	1.0	1.42%	0.0142
Mercersburg Borough	1	30%	4	30%	4	20%	4	10%	1	10%	2.8	0.97%	0.0272
Metal Township	1	30%	2	30%	1	20%	4	10%	1	10%	1.6	1.13%	0.0181
Mont Alto Borough	1	30%	2	30%	2	20%	3	10%	1	10%	1.7	1.01%	0.0172
Montgomery Township	1	30%	2	30%	4	20%	4	10%	1	10%	2.2	3.68%	0.0810
Orrstown Borough	1	30%	1	30%	1	20%	1	10%	1	10%	1.0	0.14%	0.0014
Peters Township	2	30%	1	30%	1	20%	4	10%	1	10%	1.6	2.86%	0.0458
Quincy Township	1	30%	1	30%	1	20%	2	10%	1	10%	1.1	3.41%	0.0375
Shippensburg Borough	1	30%	1	30%	2	20%	4	10%	1	10%	1.5	0.75%	0.0113
Southampton Township	1	30%	1	30%	2	20%	1	10%	1	10%	1.2	5.49%	0.0659
St Thomas Township	1	30%	1	30%	1	20%	4	10%	1	10%	1.3	3.79%	0.0493
Warren Township	1	30%	2	30%	3	20%	1	10%	1	10%	1.7	0.21%	0.0036
Washington Township	1	30%	1	30%	2	20%	4	10%	1	10%	1.5	9.55%	0.1433
Waynesboro Borough	1	30%	2	30%	4	20%	4	10%	1	10%	2.2	7.02%	0.1544
Municipal Weighted Average Risk Factor (RF)													1.975

Figure 4.3.6.5.1: Municipal Earthquake Threat Vulnerability Self-Assessment

Overall, the probability of a minor earthquake impacting Franklin County is possible, but low, based on the documentation available. The probability of a major earthquake, in excess of 5.0 on the Richter scale is far less likely.

4.3.6.6 Community Lifeline Integration

Potential impacts to the Community Lifelines for an earthquake are shown below. There is potential for significant impact to two of the seven lifelines (Safety & Security and Energy), and possible impacts to four of the remaining five lifelines.

4.3.7 Environmental Hazards

The release of hazardous materials into the local environment can be generated from a fixed facility, pipeline, or along any route of travel, and may be the result of carelessness, technical failure, external incidents, or an intentional act against the facility/container. The volatility of products being stored or transported, along with the potential impact on a local community, may increase the risk of intentional acts against a facility or transport vehicle. The release of certain products deemed to be hazardous materials can have an immediate adverse impact on the general population ranging from the inconvenience of evacuations to injury and even death. In addition to human impacts, any release can compromise the local environment through the contamination of soil, groundwater, or local flora and fauna.

For the purposes of this document, explosions are included under Environmental Hazard, as all reported and confirmed explosions have been the result of the loss of containment of a hazardous material, thus creating the explosion. According to the National Fire Protection Agency, the definition of explosion is "the sudden conversion of potential energy (chemical or mechanical) into kinetic energy with the production and release of gases under pressure, or the release of gas under pressure. These high-pressure gases then do mechanical work such as moving, changing, or shattering nearby materials." This pairing of the two hazards is a natural process, as once the explosion occurs the product released is always considered a hazardous material.

4.3.7.1 Location and Extent

Franklin County has 134 identified facilities that utilize, ship, or house chemicals that are considered hazardous in nature. These facilities are shown in **Figure 4.3.7.1.1** below and listed by municipality in **Table 4.3.7.1.1**.

It is understood that due to the nature of the mission of the Letterkenny Army Depot that there is the potential for a hazardous material incident. All mitigation processes and incident operations of these potential events is governed by federal regulations and processes and will not be addressed in this plan.

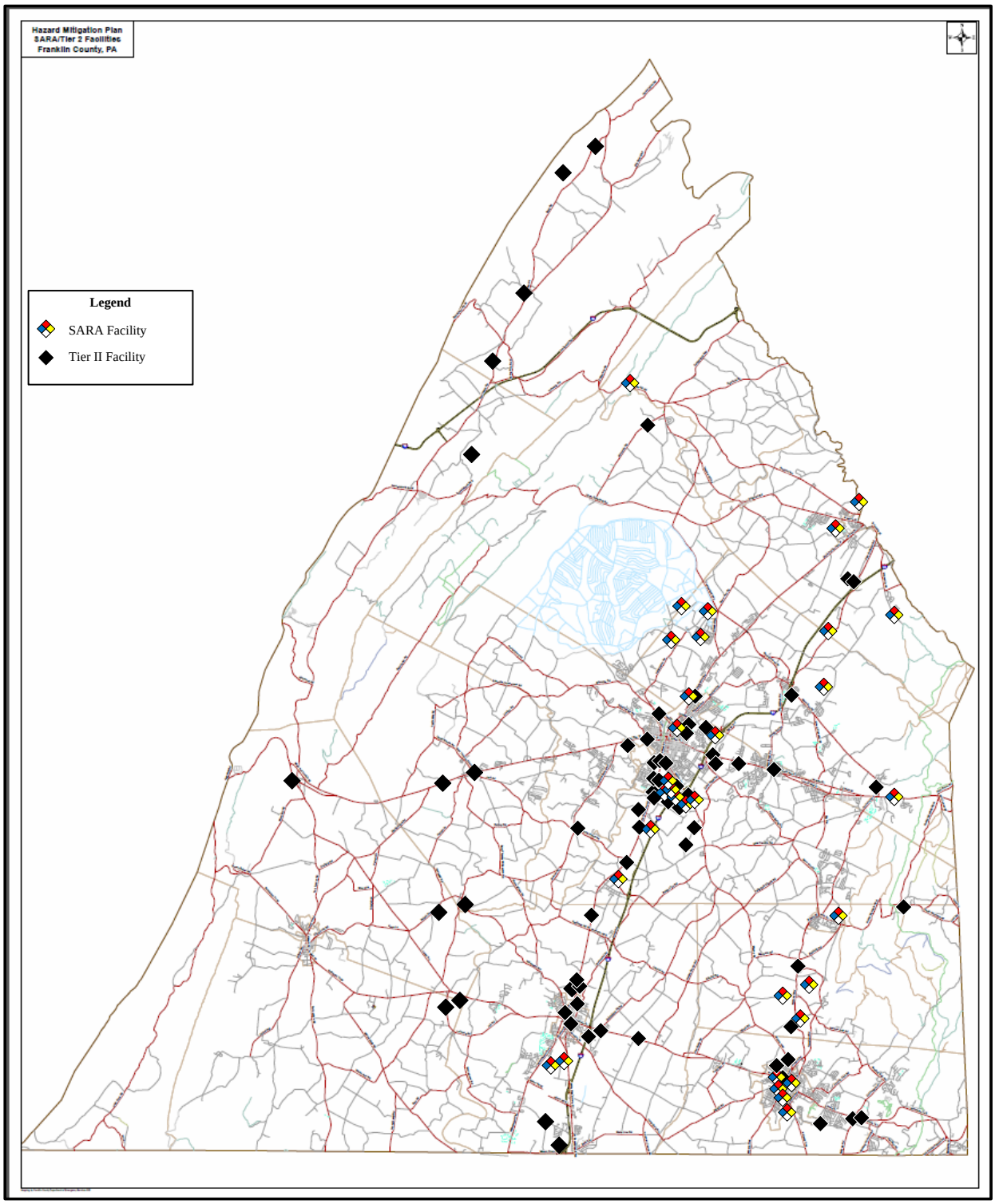


Figure 4.3.7.1.1: Hazardous Materials Processing Facilities in Franklin County (Dec 2017)

Municipality	SARA Facilities	Storage tanks	Totals	% of Population
Antrim Township	16	5	**21**	9.95%
Chambersburg Borough	24	3	**27**	13.55%
Fannett Township	4	1	**5**	1.70%
Greencastle Borough	3	2	**5**	2.67%
Greene Township	12	15	**27**	11.16%
Guilford Township	22	4	**26**	9.71%
Hamilton Township	3	3	**6**	7.21%
Letterkenny Township	2	1	**3**	1.55%
Lurgan Township	2	0	**2**	1.44%
Mercersburg Borough	3	2	**5**	1.04%
Metal Township	1	1	**2**	1.25%
Mont Alto Borough	1	0	**1**	1.14%
Montgomery Township	4	0	**4**	4.09%
Orrstown Borough	0	0	**0**	0.18%
Peters Township	3	2	**5**	2.96%
Quincy Township	3	9	**12***	3.70%
Shippensburg Borough	1	0	**1**	0.72%
Southampton Township	10	2	**12**	5.34%
St Thomas Township	4	3	**7**	3.97%
Warren Township	0	0	**10+10**	0.25%
Washington Township	8	2	**10**	9.36%
Waynesboro Borough	8	2	**10**	7.06%
Totals	**134**	**57**	**191**	**100%**
*** The number of environmental threat facilities in each municipality is roughly proportional to the population density of that municipality, Quincy Township being the exception.**				

Table 4.3.7.1.1: Number of SARA and HAZMAT Facilities per Municipality (Dec 2022)

Additionally, Franklin County has 3 major gas distribution pipelines traversing the county. These distribution systems carry a variety of petro-chemicals, sometimes at pressures exceeding 300 psi[42]. These systems are shown in **Figure 4.3.7.1.2** below.

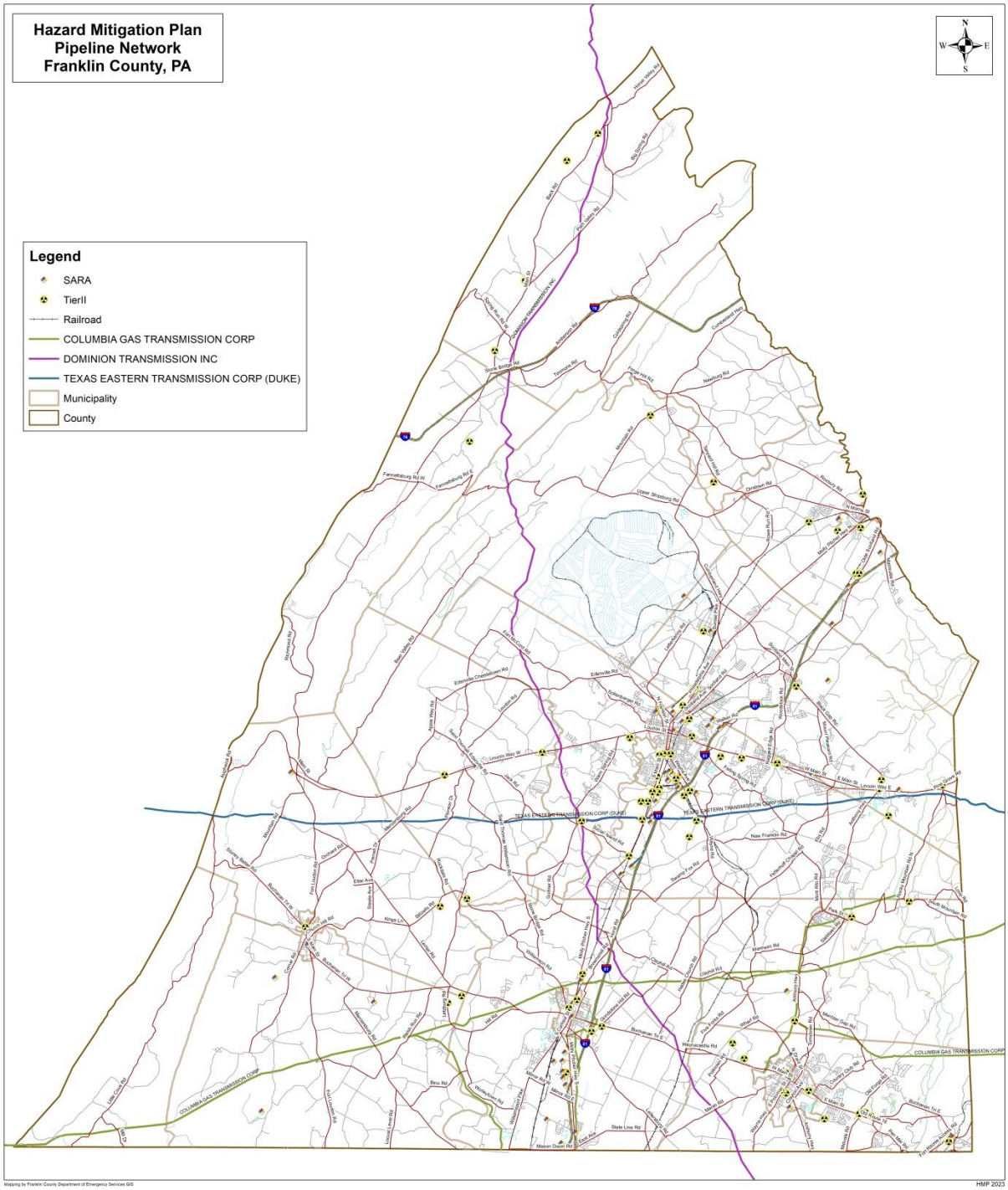


Figure 4.3.7.1.2: Major Gas Pipelines in Franklin County (Mar 2023)

[42] PUC, Exhibit 10

Hazardous materials are classified by the Department of Transportation (DOT) into nine classes based on the chemical characteristics producing the risk. The nine classifications are:

- Class 1: Explosives
- Class 2: Gases
- Class 3: Flammable Liquids
- Class 4: Flammable Solids
- Class 5: Oxidizers and organic pesticides
- Class 6: Poisons and etiologic materials
- Class 7: Radioactive materials
- Class 8: Corrosives
- Class 9: Miscellaneous

Franklin County's past occurrences of hazardous materials releases are accidental and are not considered acts of terrorism or criminal in nature. While past occurrences have not been deemed intentional, the impact from the intentional release of any of these products in large quantity would pose a threat to the local population, economy, and environment resulting in lost revenue, injuries, and deaths.

In addition to the major routes of transportation, each fixed facility identified within the Cumberland Valley poses a potential threat to the surrounding community.

4.3.7.2 Range of Magnitude

Within Franklin County we have a major transportation corridor with over 600 miles of major highway, 2 rail hubs, and 3 major gas pipeline systems that provide for an increase in transportation of hazardous materials through rail, air, and road. These routes of transportation combined with the number of fixed facilities and end users of hazardous materials have provided for an incidence of frequent chemical and petroleum product releases.

Environmental hazards incidents within Franklin County can range from minor petroleum spills to industrial based incidents.

4.3.7.3 Past Occurrence

Environmental hazard incidents within Franklin County occur on a regular basis with the majority being handled by the local first responders with guidance from DEP. Franklin County does report a number of incidents to PEMA. **Table 4.3.7.3.1** below lists the significant Hazardous Materials incidents reported in CAD for the county from January 2021 through December 2022. The limited date range is due to a change in reporting within the CAD system for these types of incidents. Of note in this table is that Greene Township is the residence of the Letterkenny Army Depot, where several chemicals are used for vehicle maintenance and repair. This may explain the higher numbers for Greene Township incidents attributed to chemical spills other than petro-chemicals.

Municipality	Fluid Spill	HAZMAT	Totals
Antrim Township	8	4	**12**
Chambersburg Borough	17	1	**18**
Fannett Township	0	1	**1**
Greencastle Borough	3	0	**3**
Greene Township	5	8	**13**
Guilford Township	8	0	**8**
Hamilton Township	0	1	**1**
Letterkenny Township	0	0	**0**
Lurgan Township	0	0	**0**
Mercersburg Borough	1	1	**2**
Metal Township	0	0	**0**
Mont Alto Borough	0	0	**0**
Montgomery Township	4	0	**4**
Orrstown Borough	0	0	**0**
Peters Township	2	1	**3**
Quincy Township	2	0	**2**
Shippensburg Borough	0	0	**0**
Southampton Township	0	1	**1**
St Thomas Township	1	0	**1**
Warren Township	0	0	**0**
Washington Township	11	1	**12**
Waynesboro Borough	11	1	**12**
Totals	**73**	**20**	**93**

Table 4.3.7.3.1: Hazardous Materials Incidents in Franklin County (2021-2022)[43]

4.3.7.4 Future Occurrence

Due to the wide scope of definition of environmental hazards, ranging from a small spill to a large release of a highly volatile or toxic hazardous material, incidents are considered ***highly likely*** as defined by the Risk Factor Methodology criteria (See **Section 4.4**).

4.3.7.5 Vulnerability Assessment

Figure 4.3.7.5.1 represents the municipality hazard threat risk assessment for Environmental Hazards in Franklin County. One can see from **Figure 4.3.7.5.1** below, 3 municipalities ranked this hazard as a Major risk and 8 of the remaining 19 municipalities rated it as a Moderate risk.

[43] Franklin County CAD System, 2023

This self-assessment by the municipalities ranks Environmental Hazards as the number 10 highest threat in the county and is considered an overall Moderate risk.

Environmental Hazards (HAZMAT Release) Hazard Threat Risk Assessment													
											Risk Factor Scale		
											Catastrophic		3.0 - 4.0
											Major		2.5 - 2.9
											Moderate		2.0 - 2.4
											Minor		1.5 - 1.9
											Insignificant		1.0 - 1.4
Municipality	Probability (1-4)	Wt	Impact (1-4)	Wt	Spatial (1-4)	Wt	Warning Time (1-4)	Wt	Duration (1-4)	Wt	Risk Factor (RF)	% of County Population	Contribution to County RF
Antrim Township	2	30%	2	30%	3	20%	4	10%	2	10%	2.4	10.12%	0.2429
Chambersburg Borough	2	30%	1	30%	2	20%	4	10%	2	10%	1.9	14.05%	0.2670
Fannett Township	2	30%	2	30%	2	20%	4	10%	2	10%	2.2	1.59%	0.0350
Greencastle Borough	2	30%	3	30%	3	20%	4	10%	2	10%	2.7	2.73%	0.0737
Greene Township	2	30%	1	30%	1	20%	4	10%	2	10%	1.7	11.82%	0.2009
Guilford Township	4	30%	2	30%	1	20%	4	10%	2	10%	2.6	9.38%	0.2439
Hamilton Township	2	30%	2	30%	2	20%	4	10%	2	10%	2.2	7.29%	0.1604
Letterkenny Township	2	30%	1	30%	1	20%	4	10%	2	10%	1.7	1.58%	0.0269
Lurgan Township	1	30%	1	30%	1	20%	2	10%	2	10%	1.2	1.42%	0.0170
Mercersburg Borough	1	30%	1	30%	1	20%	1	10%	2	10%	1.1	0.97%	0.0107
Metal Township	3	30%	2	30%	2	20%	4	10%	2	10%	2.5	1.13%	0.0283
Mont Alto Borough	1	30%	1	30%	2	20%	4	10%	2	10%	1.6	1.01%	0.0162
Montgomery Township	2	30%	2	30%	2	20%	4	10%	2	10%	2.2	3.68%	0.0810
Orrstown Borough	1	30%	1	30%	1	20%	1	10%	2	10%	1.1	0.14%	0.0015
Peters Township	2	30%	1	30%	1	20%	4	10%	2	10%	1.7	2.86%	0.0486
Quincy Township	1	30%	1	30%	1	20%	3	10%	2	10%	1.3	3.41%	0.0443
Shippensburg Borough	1	30%	1	30%	2	20%	4	10%	2	10%	1.6	0.75%	0.0120
Southampton Township	2	30%	2	30%	2	20%	4	10%	2	10%	2.2	5.49%	0.1208
St Thomas Township	3	30%	2	30%	1	20%	4	10%	2	10%	2.3	3.79%	0.0872
Warren Township	2	30%	2	30%	2	20%	4	10%	2	10%	2.2	0.21%	0.0046
Washington Township	2	30%	2	30%	2	20%	4	10%	2	10%	2.2	9.55%	0.2101
Waynesboro Borough	1	30%	2	30%	2	20%	4	10%	2	10%	1.9	7.02%	0.1334
Municipal Weighted Average Risk Factor (RF)													2.066

Figure 4.3.7.5.1: Municipal Environmental Hazards Threat Vulnerability Self-Assessment

Environmental hazards have the greatest impact on the residential population within Franklin County. The majority of incidents reported within Franklin County are the result of motor vehicle accidents or spills/leaks within or at a residential structure.

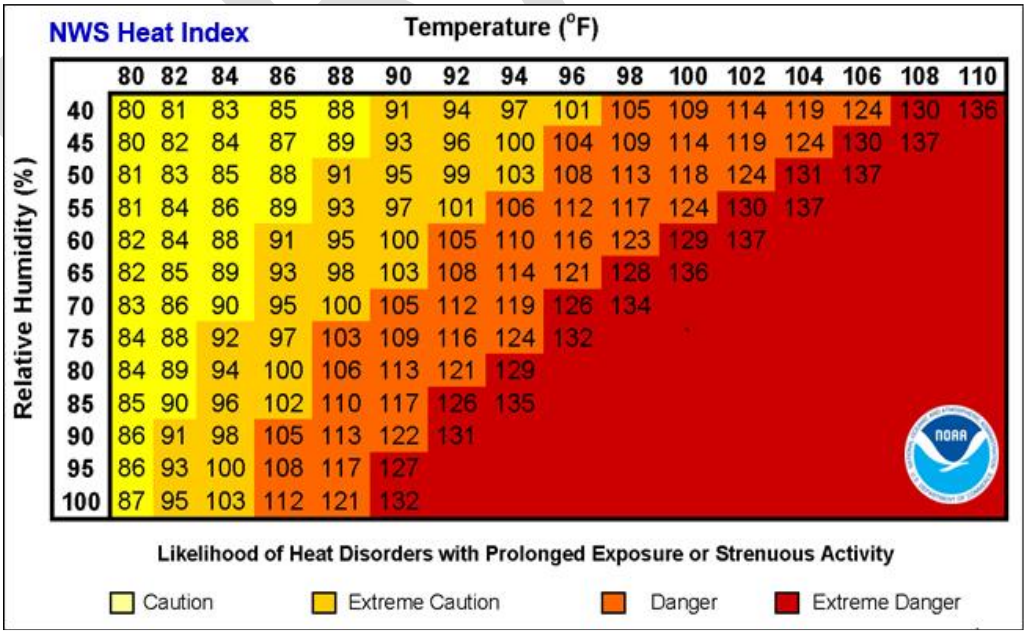
The economic loss from environmental hazards and explosion incidents ranges from non-recordable to larger losses. The impact on the local economy from a single incident is almost impossible to measure due to the complexity of work lost, revenue losses, and loss of future business.

4.3.7.6 Community Lifeline Integration

Potential impacts to the Community Lifelines for a hazardous materials incident are shown below. There is potential for significant impact to one of the lifelines (Hazardous Materials), and possible impacts to four of the remaining six lifelines.

4.3.8 Extreme Temperatures

This section provides a hazard profile and vulnerability assessment for the Extreme Temperature hazard in Franklin County, including both extreme heat and extreme cold conditions. Extreme heat can be described as temperatures that hover 10 degrees F or more above the average high temperatures for a region during the Summer months. Extreme Heat is usually discussed using the term Heat Index. The Heat Index or the "Apparent Temperature" is an accurate measure of how hot it really feels when the Relative Humidity (RH) is added to the actual air temperature[44]. See **Figure 4.3.8.1** below for the Heat Index chart.



[44] NOAA

Figure 4.3.8.1: National Weather Service Heat Index (HI)[45]

Parameters for extreme cold temperature events vary across different regions of the United States, but Franklin County and other areas accustomed to winter weather, below 0 degrees F may be considered extreme cold. However, Wind Chill Factor is the common terminology used to discuss extreme cold temperatures. Wind Chill Factor is only defined for temperatures at or below 50 degrees F and wind speeds above 3 mph[46]. Combined with increases in wind speed, extreme cold temperatures in Pennsylvania can be life threatening to those exposed for extended periods of time. See **Figure 4.3.8.2** below for the Wind Chill chart.

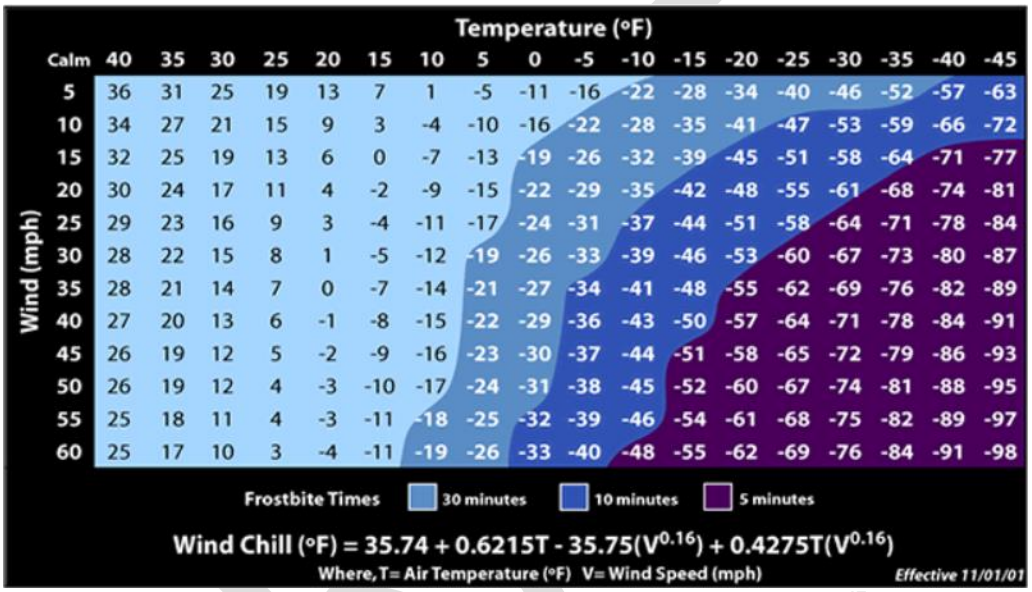


Figure 4.3.8.2: National Weather Service Wind Chill Chart[47]

4.3.8.1 Location and Extent

Franklin County can experience many different temperature extremes in the Summer and Winter months. Areas most susceptible to extreme heat include urban environments, which tend to retain the heat well into the night, leaving little opportunity for dwellings to cool. Areas most susceptible to extreme cold include higher elevations where the temperatures are naturally colder and access ways are more susceptible to closure due to severe weather, essentially isolating "at risk" communities.

June, July, and August are typically the warmest months in Franklin County (See **Figure 4.3.8.1.2** below.

[45] NOAA, 2023
[46] NOAA, 2023

[47] NOAA, 2023

Average Max Temperatures (degrees F) by Month - 2018-2022						
Month	**2018**	**2019**	**2020**	**2021**	**2022**	**2018-22 Average**
January	37.9	37.4	43.3	39	35	38.5
February	47.0	43.7	47.1	37.4	45.2	44.1
March	44.4	49.6	56.9	56.3	54.5	52.3
April	58.7	65.9	58.8	63.8	60.6	61.6
May	77.6	74.8	68.9	71.6	73.8	73.3
June	79.5	80.3	83.2	83.0	82.3	81.7
July	84.9	87.6	89.5	85.8	86.0	86.8
Aug	84.4	84.5	85.5	86.7	86.3	85.5
September	76.9	81.4	75.0	77.6	76.0	77.4
October	65.3	67.1	66.3	69.4	62.6	66.1
November	46.7	49.6	59.7	52.0	55.4	52.7
December	43.7	42.5	41.9	49.8	40.9	43.8

Figure 4.3.8.1.2: Maximum Temperatures per Month (2018-2022)[48]

Given the definition of extreme heat identified in **Section 4.3.8**, and the average high temperatures for the county's hottest months (**Figure 4.3.8.1.2**), extreme heat can vary from mid to high 80s and apparent heat can be even higher with an increase in relative humidity (See **Figure 4.3.8.1**).

Because of our geographic location in the northeast, Franklin County is more likely to experience extreme cold temperatures in the Winter months (November through March). **Figure 4.3.8.1.4** below shows the minimum monthly temperatures for Franklin County over the past 5 years.

[48] NOAA/NCEI, 2023

Average Min Temperatures (degrees F) by Month - 2018-2022						
Month	**2018**	**2019**	**2020**	**2021**	**2022**	**2018-22 Average**
January	17.9	21.2	25.9	24.4	17.4	21.4
February	27.4	24.5	28.6	23.0	22.2	25.1
March	26.8	28.0	35.2	32.0	31.1	30.6
April	36.3	43.2	37.3	40.4	37.9	39.0
May	54.4	54.1	46.9	46.6	50.7	50.5
June	58.8	57.7	58.6	59.2	58.8	58.6
July	62.2	63.8	65.0	62.7	64.1	63.6
Aug	64.3	61.3	63.8	64.3	62.9	63.3
September	60.7	56.5	52.4	55.5	55.4	56.1
October	46.9	45.8	43.8	50.3	40.6	45.5
November	32.2	29.1	36.2	29.6	33.9	32.2
December	27.6	26.6	24.9	30.4	23.2	26.5

Figure 4.3.8.1.4: Minimum Temperatures per Month (2018-2022)[49]

Given the definition of extreme cold (Wind Chill) identified in **Section 4.3.8**, and the average low temperatures for the county's coldest months (**Figure 4.3.8.1.4**), extreme cold can dip as low as single digits with just a 25 mph sustained wind (See **Figure 4.3.8.2**).

4.3.8.2 Range of Magnitude

NOAA's heat alert procedures are based mainly on Heat Index (HI) values (See **Figure 4.3.8.1** above). The Heat Index indicates the temperature the body feels. It is important to note that the HI values are devised for shady, light wind conditions. Exposure to full sunshine can increase the heat index values by up to 15 degrees F.
Exposure to heat can cause health problems indirectly, such as an increased workload on the heart. This can be especially dangerous to young children and individuals with pre-existing medical conditions, typically the elderly whose bodies cannot manage the physical stress these events cause. Extremely high temperatures can cause heat stress, which can be divided into four categories (See **Table 4.3.8.2.1** below).

[49] NOAA/NCEI, 2023

Danger Category	Heat Disorders	Apparent Temperature (degrees F)
I (Caution)	Fatigue is possible with prolonged exposure and physical activity.	80 to 90
II (Extreme Caution)	Sunstroke, heat cramps, and heat exhaustion are possible with prolonged exposure and physical activity	90 to 105
III (Danger)	Sunstroke, heat cramps, and heat exhaustion are likely; heat stroke is possible with prolonged exposure and physical activity	105 to 130
IV (Extreme Danger)	Heatstroke or sunstroke are imminent	>130

Table 4.3.8.2.1: Four Categories of Heat Stress[50]

The following impacts can be observed following an extreme temperature event:

- Health Impacts: Prolonged exposure to cold temperatures can lead to frost bite and/or hypothermia. This is especially true in areas where the primary source of heating is provided through or supplemented by electrical heat sources. When the power is lost due winter storm damage, the elderly and young children without a heat source can be extremely vulnerable to the extreme cold conditions. However, extreme heat waves, can prove more deadly over a shorter duration, especially in areas where air conditioning is not present or lost due to power outages. The age of housing in the area can also be a factor in the health impacts of extreme heat conditions. **Table 4.3.24.5.1** in the Winter Storm hazard profile indicates that over 34% of houses in the county were built prior to 1960, meaning they were likely built without central air conditioning. This means the high risk communities can be in harm's way even if the power is not interrupted.

- Transportation: Cold weather can impact automotive engines and stress metal bridge structures. Highways and railroad tracks can become distorted in high heat, due to expansion of materials as they get hotter. Disruptions to the transportation network and accidents caused by extreme temperatures represent an additional risk as motorists can become stranded in these harsh elements.

- Agriculture: Absolute temperature and duration of extreme cold can have devastating effects on trees and winter crops. Livestock is especially vulnerable to heat, and crop yields can be impacted by heat waves that occur during key development stages.
- Energy: Energy consumption rises significantly during both extreme cold and extreme heat conditions. Residents are placed in extreme danger when any fuel shortages or utility failures prevent the heating or cooling of a dwelling. Utility Interruptions are specifically profiled in **Section 4.3.22**.

[50] NOAA, 2023

Franklin County's worst-case extreme heat scenario would be an excessive heat spell occurring during a summer holiday weekend, such as the Fourth of July. Summer holiday weekends bring people out of their air-conditioned work environments and homes and into the outdoors, often despite dangerous heat and humidity levels. The issue can be exacerbated due to heavy loads on the energy grid causing rolling brown-outs or black-outs. Couple this with reduced electrical generation/maintenance manpower coverage over the holiday and this could lead to extended periods of heat exposure without a means of relief.

The worst-case extreme cold temperature scenario involves extended below 0 temperatures and chilling winds that could threaten safety of residents and continuity of utilities. There are several nursing homes and assisted living centers in the county that would have to relocate these mobility challenged residents if the loss of utilities cause heating system failures. Add these to the number of single family home residents that also would be looking for shelter if they do not have a secondary source of heat in their homes, and you rapidly have a humanitarian crisis on your hands.

4.3.8.3 Past Occurrence

Data from the National Centers for Environmental Information (NCEI) reports that there have been 260 extreme temperature event days in Pennsylvania between 1950 and 2017, resulting in a total of 440 deaths and 448 injuries. One hundred and one (101) of these event days have been a result of extreme cold, resulting in 35 deaths and 1 injury. There have been 168 extreme heat event days, resulting in 414 deaths and 454 injuries[51].

A refined search of the NCEI database was performed for Franklin County. **Table 4.3.8.3.1** below illustrates all events contained in this database from 1993 through 2022.

[51] NOAA/NCEI, 2023

Type of Event	Date	Temperature Extreme	Injuries	Deaths
Excessive Heat	07/03/2018	Heat Index of 105 to 115 degrees F	0	0
Excessive Heat	07/02/2018	Heat Index of 105 to 115 degrees F	0	0
Extreme Cold/Wind Chill	2/15/2015	Wind Chill of -25 to =35 degrees F	0	0
Extreme Cold/Wind Chill	1/6/2014	Wind Chill of -25 to -50 degrees F	0	0
Excessive Heat	7/21/2011	Heat Index of 105 to 115 degrees F	0	0
Extreme Cold/Wind Chill	2/5/2007	Wind Chill of -10 to -15 degrees F	0	0
Excessive Heat	8/1/2006	Heat Index of 103 to 108 degrees F	0	0
Excessive Heat	7/31/2006	Heat Index of 98 to 103 degrees F	0	0
Excessive Heat	7/17/2006	Heat Index of 96 to 101 degrees F	0	0

Table 4.3.8.3.1: Franklin County Extreme Temperature Events (1993-2022)[52]

4.3.8.4 Future Occurrence

Because of its location and geography, Franklin County is more likely to encounter extreme cold than excessively hot weather. However, both are possibilities and must be planned for. We have high risk communities that are particularly susceptible to these threats and mitigation plans need to be made to plan for either scenario.

The FEMA National Risk Index Map calculates a community's relative risk for Extreme Heat and Extreme Cold using an equation that combines scores for Expected Annual Loss due to natural hazards, Social Vulnerability and Community Resilience. According to FEMA, Franklin County's Expected Annual Losses for Extreme Heat and Extreme Cold are both classified as Relatively Moderate, the Social Vulnerability is Relatively Low and the Community Resilience is Relatively High, resulting in an overall Risk Index of Relatively Moderate as compared to other communities in the United States.

The future occurrence of extreme temperature can be considered ***likely*** as defined by the Risk Factor Methodology probability criteria (See **Section 4.4**).

4.3.8.5 Vulnerability Assessment

The entire county, including all critical infrastructure, is vulnerable to the effects of extreme temperatures. Refer to **Table 4.3.8.5.1** below for specific critical facilities in the municipalities subject to extreme temperatures. These numbers include nursing homes, hospitals, and assisted living communities as well as schools and day care facilities that impact our members of the community at the greatest risk to this threat.

[52] NOAA/NCEI, 2023

Municipality	Total Number of Critical Facilities	Nursing Homes/ Assisted Living/ Hospitals/ Medical Facilities	Schools/ Daycares
Antrim Township	110	19	23
Chambersburg Borough	185	92	28
Fannett Township	33	3	7
Greencastle Borough	32	7	10
Greene Township	135	12	30
Guilford Township	110	11	25
Hamilton Township	52	4	15
Letterkenny Township	29	1	1
Lurgan Township	24	0	9
Mercersburg Borough	18	2	3
Metal Township	21	0	4
Mont Alto Borough	7	0	2
Montgomery Township	31	0	2
Orrstown Borough	1	0	0
Peters Township	34	0	5
Quincy Township	54	4	10
Shippensburg Borough	6	0	3
Southampton Township	46	3	8
St Thomas Township	32	2	6
Warren Township	4	0	0
Washington Township	66	7	10
Waynesboro Borough	64	16	20
Total	**1094**	**183**	**221**

Table 4.3.8.5.1: Critical Facilities at Risk of Extreme Temperatures

Figure 4.3.8.5.1 below lists the vulnerability self-assessments of each of the Franklin County municipalities for the Extreme Temperature hazard. One of 22 municipalities rated this threat as a Catastrophic event and 4 additional rated it as a Major event. Additionally, 12 of the remaining 17 municipalities rank this as a Moderate threat. This was ranked as the number 5 highest threat in the county and will require some attention during the Mitigation Strategy in **Section 6.**

Extreme Temperatures Hazard Threat Risk Assessment													
											Risk Factor Scale		
											Catastrophic		3.0 - 4.0
											Major		2.5 - 2.9
											Moderate		2.0 - 2.4
											Minor		1.5 - 1.9
											Insignificant		1.0 - 1.4
Municipality	Probability (1-4)	Wt	Impact (1-4)	Wt	Spatial (1-4)	Wt	Warning Time (1-4)	Wt	Duration (1-4)	Wt	Risk Factor (RF)	% of County Population	Contribution to County RF
Antrim Township	2	30%	2	30%	4	20%	1	10%	3	10%	2.4	10.12%	0.2429
Chambersburg Borough	2	30%	2	30%	4	20%	4	10%	3	10%	2.7	14.05%	0.3794
Fannett Township	2	30%	2	30%	4	20%	1	10%	3	10%	2.4	1.59%	0.0382
Greencastle Borough	3	30%	3	30%	3	20%	1	10%	3	10%	2.8	2.73%	0.0764
Greene Township	3	30%	1	30%	4	20%	1	10%	3	10%	2.4	11.82%	0.2837
Guilford Township	3	30%	1	30%	4	20%	1	10%	3	10%	2.4	9.38%	0.2251
Hamilton Township	2	30%	1	30%	4	20%	1	10%	3	10%	2.1	7.29%	0.1531
Letterkenny Township	3	30%	1	30%	4	20%	1	10%	3	10%	2.4	1.58%	0.0379
Lurgan Township	1	30%	1	30%	1	20%	2	10%	3	10%	1.3	1.42%	0.0185
Mercersburg Borough	3	30%	1	30%	4	20%	1	10%	3	10%	2.4	0.97%	0.0233
Metal Township	1	30%	1	30%	1	20%	1	10%	3	10%	1.2	1.13%	0.0136
Mont Alto Borough	2	30%	2	30%	2	20%	1	10%	3	10%	2.0	1.01%	0.0202
Montgomery Township	3	30%	2	30%	4	20%	1	10%	3	10%	2.7	3.68%	0.0994
Orrstown Borough	1	30%	1	30%	1	20%	1	10%	3	10%	1.2	0.14%	0.0017
Peters Township	3	30%	1	30%	1	20%	4	10%	3	10%	2.1	2.86%	0.0601
Quincy Township	1	30%	1	30%	2	20%	1	10%	3	10%	1.4	3.41%	0.0477
Shippensburg Borough	2	30%	1	30%	4	20%	1	10%	3	10%	2.1	0.75%	0.0158
Southampton Township	2	30%	2	30%	4	20%	4	10%	3	10%	2.7	5.49%	0.1482
St Thomas Township	2	30%	2	30%	2	20%	3	10%	3	10%	2.2	3.79%	0.0834
Warren Township	2	30%	2	30%	3	20%	1	10%	3	10%	2.2	0.21%	0.0046
Washington Township	1	30%	1	30%	1	20%	2	10%	3	10%	1.3	9.55%	0.1242
Waynesboro Borough	4	30%	2	30%	4	20%	1	10%	3	10%	3.0	7.02%	0.2106
Municipal Weighted Average Risk Factor (RF)													2.308

Figure 4.3.8.5.1: Municipal Extreme Temperatures Threat Vulnerability Self-Assessment

Extreme temperatures generally occur for a short period of time, but can cause a wide range of impacts, particularly to vulnerable populations that may not have access to adequate heating and/or cooling. This natural hazard can also cause impacts to agriculture (crops and animals) and infrastructure (pipe bursts and power failures) negatively affecting the economy of Franklin County.

4.3.8.6 Community Lifeline Integration

Potential impacts to the Community Lifelines for an extreme temperature event are shown below. There is potential for significant impact to one of the lifelines (Food, Water, Shelter), and possible impacts for two of the remaining six lifelines.

4.3.9 Flood, Flash Flood, and Ice Jam

Floodplains are lowlands, adjacent to rivers, creeks, and streams that are subject to recurring floods. The size of the floodplain is described by the recurrence interval of a given flood. However, in assessing the potential spatial extent of flooding it is important to know that a floodplain associated with a flood that has a 10% chance of occurring in a given year is smaller than the floodplain associated with a flood that has a 0.2%-annual chance of occurring. The National Flood Insurance Program (NFIP), for which its Flood Insurance Rate Maps (FIRMs) are published, identifies the 1%-annual-chance flood which is used to delineate the Special Flood Hazard Area (SFHA) and Base Flood Elevations. The SFHA serves as the primary regulatory boundary used by FEMA, the Commonwealth of Pennsylvania, and Franklin County local governments. Refer to **Appendix F** for a list of terms used to define the SFHA.

Figure 4.3.9.1 shows an example from the website used (https://msc.fema.gov/portal/home) to determine specific property's effective Flood Zone. In this example we used the address for Norlo Park in Guilford Township. The figure illustrates that a portion of the park falls within the Special Flood Hazard Area Zone "A", which, as defined in **Appendix F**, means it is High Risk and subject to inundation by the 1-percent-annual-chance flood event, as shown by the light blue shading. Any interested residential or commercial property owner can access this website to determine if their property is located within a flood hazard area.

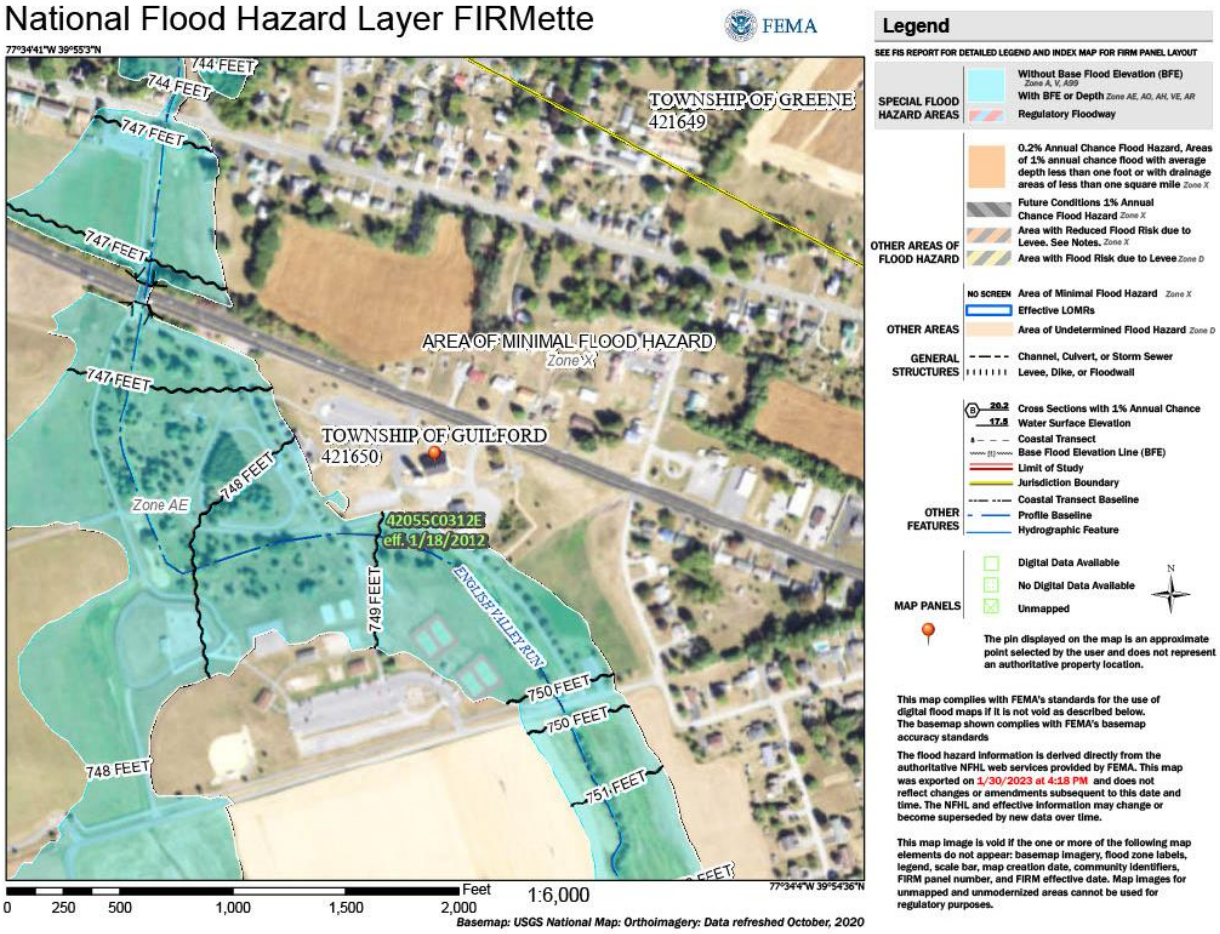


Figure 4.3.9.1: Example from FEMA Flood Hazard Layer FIRMette for Norlo Park in Guilford Township[53]

4.3.9.1 Location and Extent

The countywide Digital Flood Insurance Rate Map (DFIRM) was published for Franklin County on January 18, 2012. All communities within the County are now shown on a single set of countywide DFIRMs. Previous FIRMs and Flood Boundary and Floodway Maps (FBFM) were digitized to produce a DFIRM that is compatible with geographic information systems (GIS). These maps can be used to identify the expected spatial extent of flooding from a 1%-annual-chance event. The following water courses are considered flood sources in the most recent DFIRMs: Burns Creek, Doylestown Stream, Dry Run, Main Branch and West Branch of the Conococheague Creek, Fetty Stewart Run, Trout Run, Conodoguinet Creek, Township Run, Broad Run, Buck Run, Johnston Run, Blue Spring Creek, Licking Creek, Welsh Run, Muddy Run, Back Creek, Campbell Run, Wilson Run, Dennis Creek, Rocky Spring Branch, Rowe Run, Laughlin Run, Clippingers Run, Paxton Run, Middle Spring Creek, Furnace Run, Mains Run, Mountain Run, Phillaman Run, Cold Spring Run, Stump Run, Rocky Mountain Creek, Raccoon Creek, Carbaugh Run, East and West Branch of the Antietam Creek, Biesecker Run, Red Run, and Paddy Run.

[53] FEMA, 2023

Figure 2.1.4 in **Section 2,** County Profile, shows the location of major watercourses in Franklin County and **Figure 2.1.2** in the same section shows all the watersheds impacted in the county. Flood events caused by ice jams would be limited primarily to the Conococheague Creek, the Antietam Creek, and the Conodoquinet Creek.

Figure 4.3.9.1.1 shows all the Franklin County DFIRM panels. However, in order to see the details of the panels more clearly, the map was segregated into 4 separate quadrants.

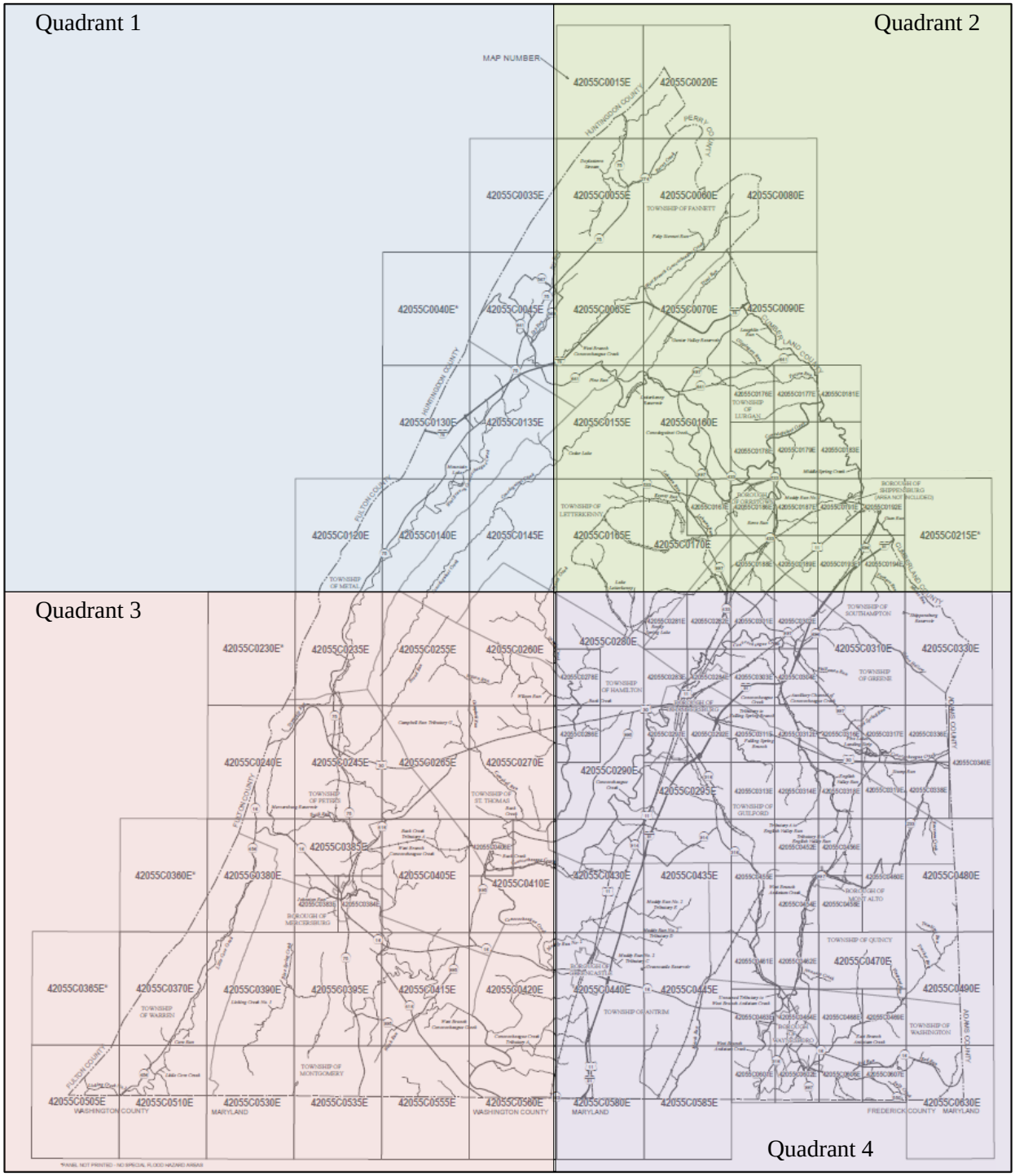


Figure 4.3.9.1.1: Franklin County DFIRM Map with Quadrants

Table 4.3.7.1.1 below lists the panels contained in each of these 4 quadrants.

Quadrant 1	Quadrant 2		Quadrant 3		Quadrant 4		
42055C0035E	42055C0015E	42055C0179E	42055C0230E	42055C0406E	42055C0278E	42055C0312E	42055C0480E
42055C0040E	42055C0020E	42055C0183E	42055C0235E	42055C0410E	42055C0280E	42055C0313E	42055C0440E
42055C0045E	42055C0055E	42055C0165E	42055C0255E	42055C0365E	42055C0281E	42055C0314E	42055C0445E
42055C0130E	42055C0060E	42055C0170E	42055C0260E	42055C0370E	42055C0282E	42055C0316E	42055C0461E
42055C0135E	42055C0080E	42055C0167E	42055C0240E	42055C0390E	42055C0283E	42055C0317E	42055C0462E
42055C0120E	42055C0065E	42055C0186E	42055C0245E	42055C0395E	42055C0284E	42055C0318E	42055C0463E
42055C0140E	42055C0070E	42055C0187E	42055C0265E	42055C0415E	42055C0301E	42055C0319E	42055C0464E
42055C0145E	42055C0090E	42055C0188E	42055C0270E	42055C0420E	42055C0302E	42055C0336E	42055C0470E
	42055C0155E	42055C0189E	42055C0360E	42055C0505E	42055C0303E	42055C0338E	42055C0468E
	42055C0160E	42055C0191E	42055C0380E	42055C0510E	42055C0304E	42055C0340E	42055C0469E
	42055C0176E	42055C0192E	42055C0385E	42055C0530E	42055C0310E	42055C0430E	42055C0490E
	42055C0177E	42055C0193E	42055C0383E	42055C0535E	42055C0330E	42055C0435E	42055C0580E
	42055C0181E	42055C0194E	42055C0384E	42055C0555E	42055C0286E	42055C0455E	42055C0585E
	42055C0178E	42055C0215E	42055C0405E	42055C0560E	42055C0290E	42055C0452E	42055C0601E
					42055C0291E	42055C0454E	42055C0602E
					42055C0292E	42055C0456E	42055C0606E
					42055C0295E	42055C0458E	42055C0607E
					42055C0311E	42055C0460E	42055C0630E

Table 4.3.9.1.1: List of Panels in Each Quadrant

Larger views of these quadrants are shown in **Figures 4.3.9.1.2** – **4.3.9.1.5** below.

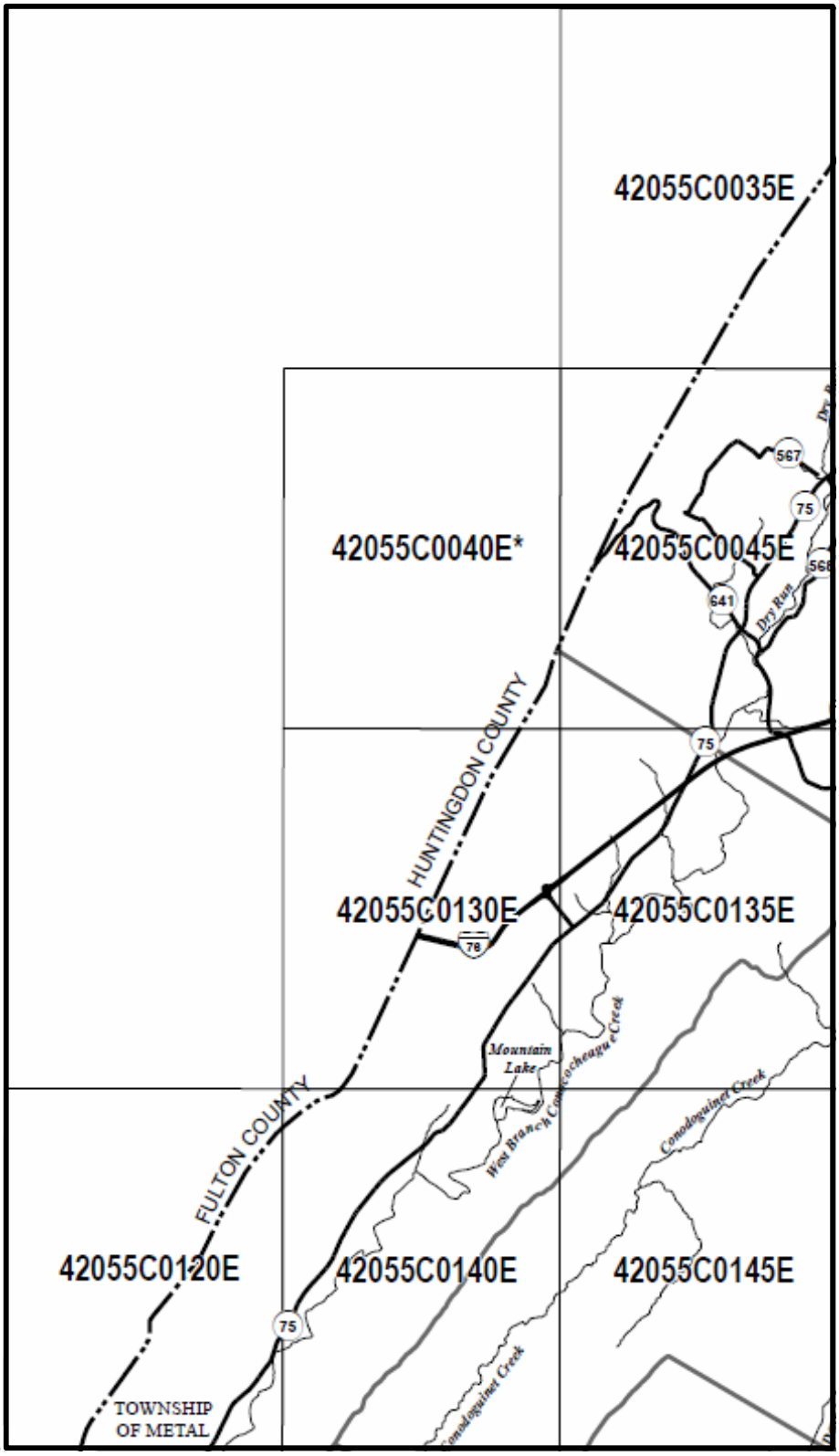


Figure 4.3.9.1.2: Quadrant 1 of County DFIRM Map

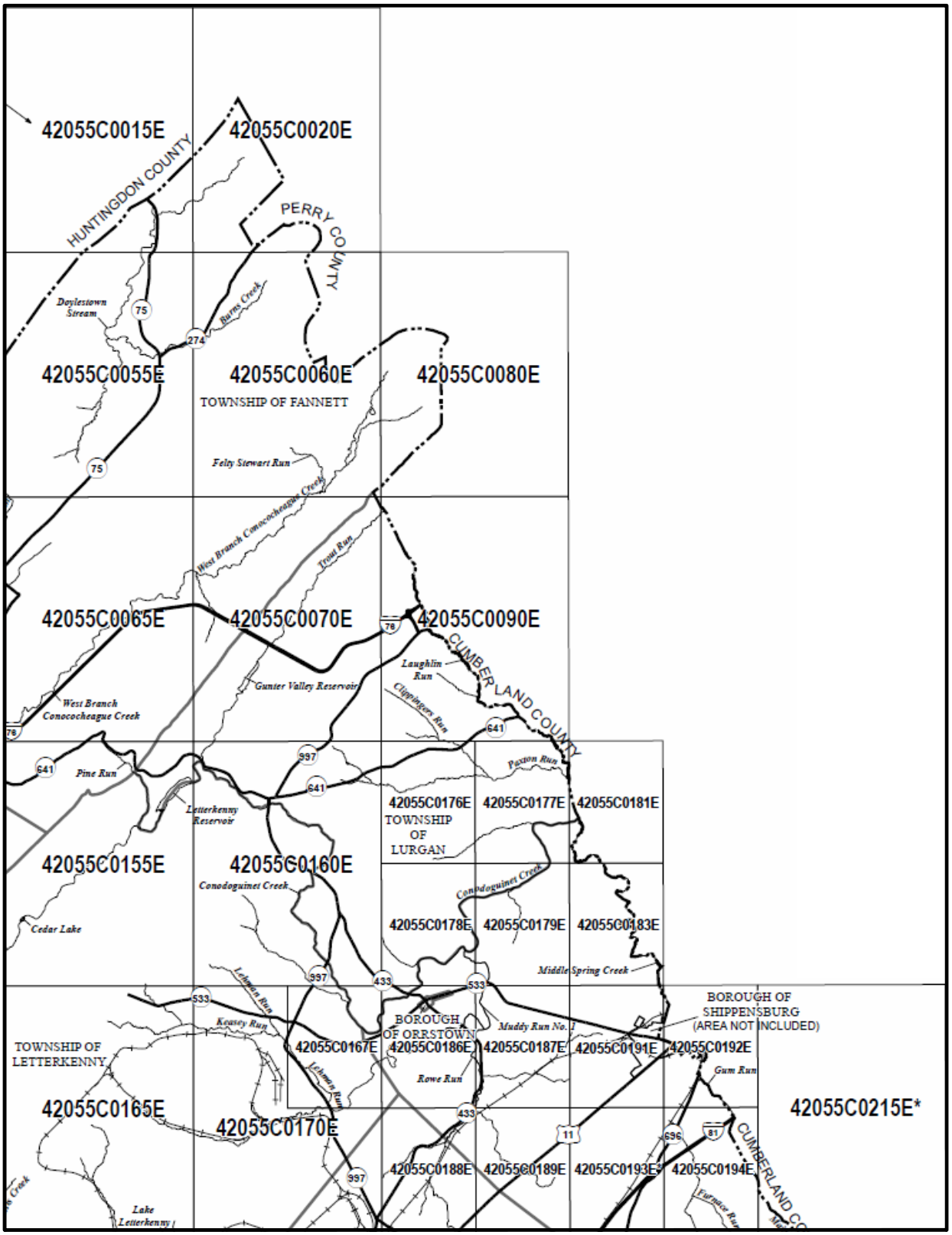


Figure 4.3.9.1.3: Quadrant 2 of County DFIRM Map

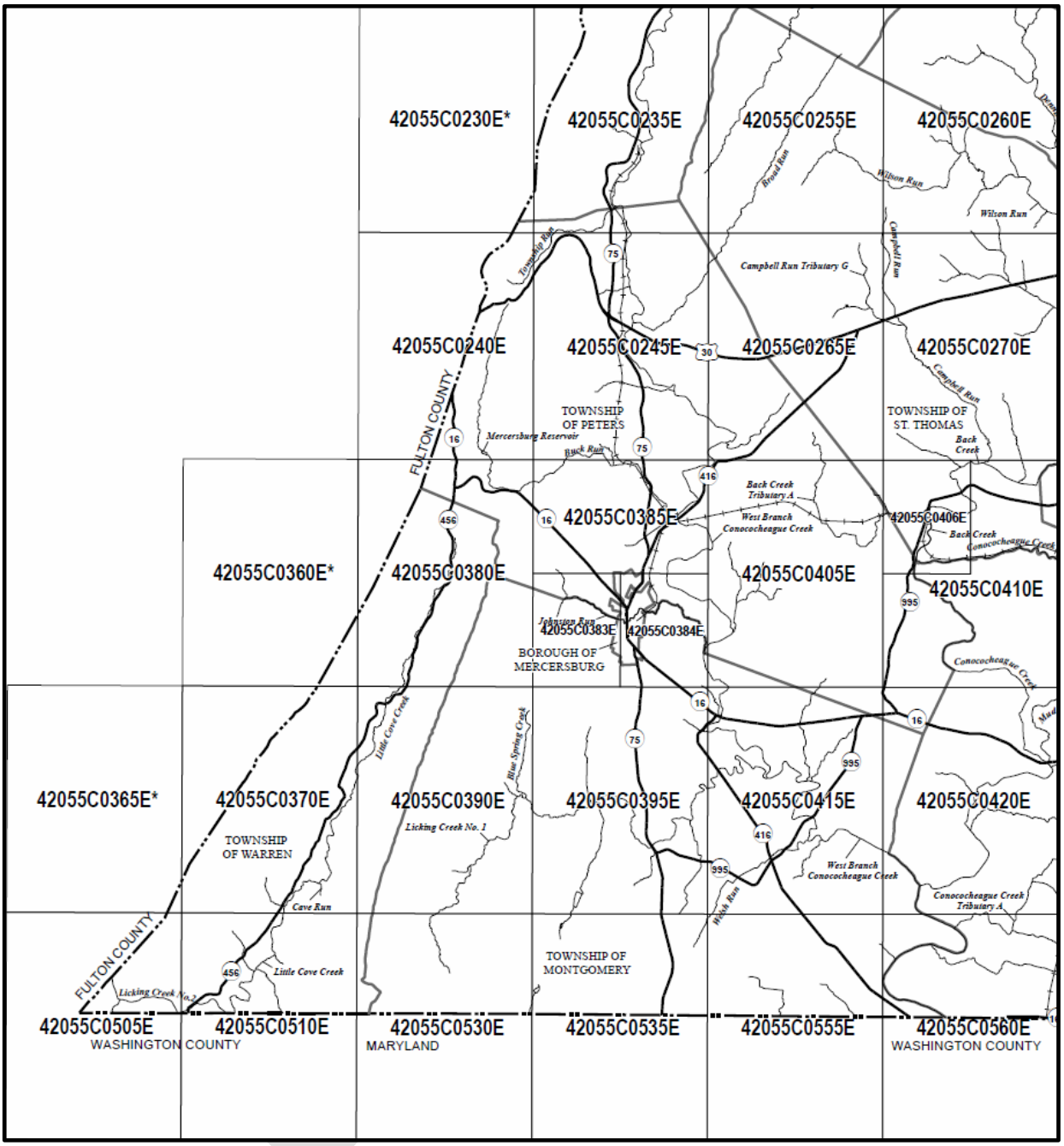


Figure 4.3.9.1.4: Quadrant 3 of County DFIRM Map

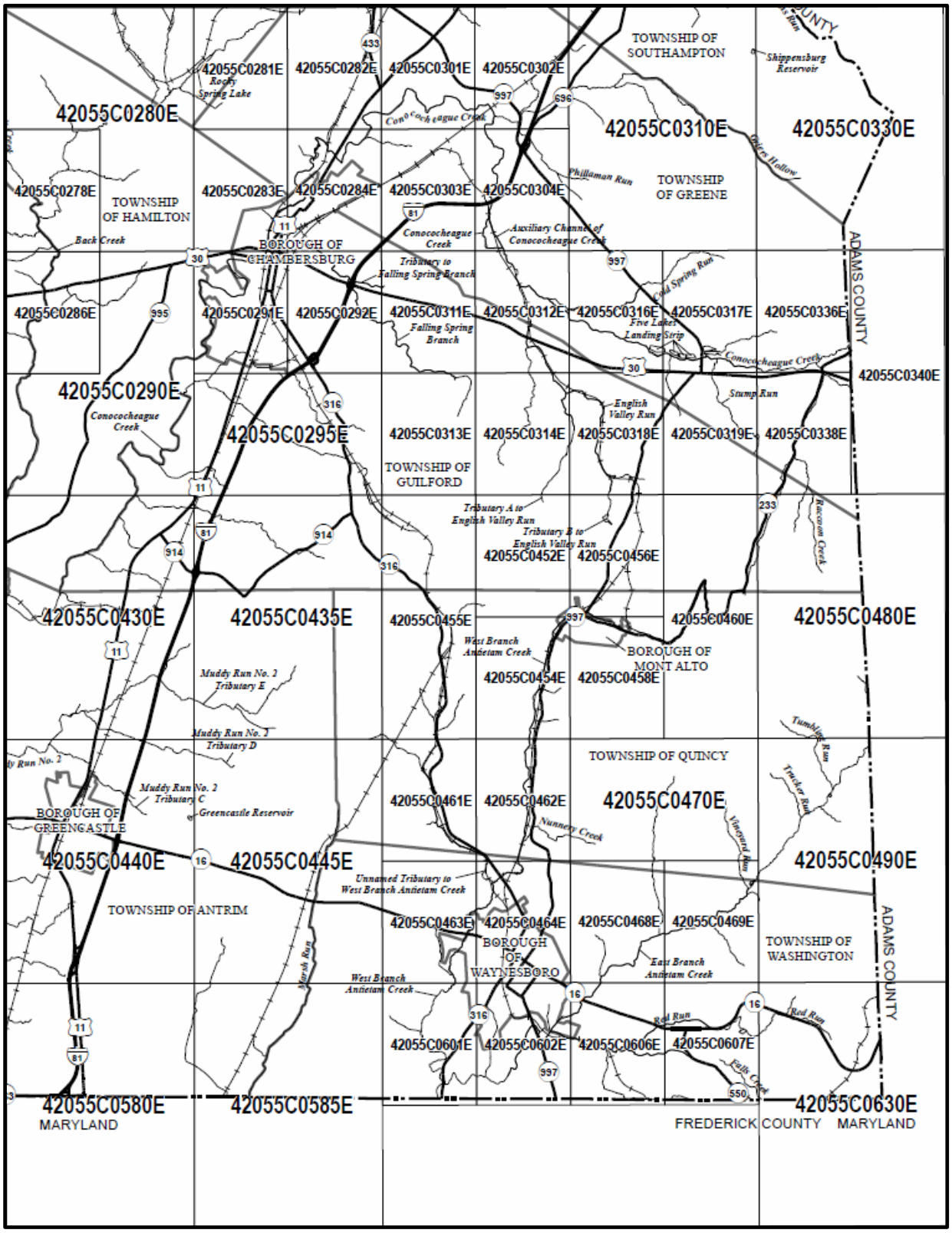


Figure 4.3.9.1.5: Quadrant 4 of County DFIRM Map

The Franklin County DFIRM consists of 118 panels. These panels are shown in **Appendix G** of this document.

Typically, built-up communities create conveyance systems to handle storm-water runoff. Sometimes debris clogs the conveyance system and prohibits the conveyance system from transporting storm-water runoff from the drain inlet to the discharge point. Debris can be, but not limited to, leaves and tree branches. Sometimes the pipes from the conveyance system can decay in time thus creating a cave-in of the pipe. If the conveyance system does not work, localized flooding within the built-up communities within Franklin County can occur thus creating numerous hazards across the community.

Some homes within Franklin County may not be near watercourses but still may be susceptible to flooding in their basements because of high water tables. This type of flooding may affect hot water heaters and other important utility equipment in the home.

Additionally, flooding can negatively impact local water treatment and wastewater treatment facilities by introducing or spreading contaminants. Franklin County has 4 water treatment facilities and 18 wastewater treatment facilities. However, of these 18 critical facilities, only 1 lies within the 1%-annual chance floodplain and that is in Washington Township. Fortunately, there is no history of this type of flooding impact in Franklin County. We have experienced boil water advisories due to water main breaks but these have been minor, localized, and short in duration.

Water contamination is still a major problem considering the number of residences serviced by these facilities and the number of private wells and septic systems that do lie within the 1%-annual chance flood zone.

Collection of private well and septic system data, as well as better tracking of boil water advisories, will be a mitigation action included in **Section 6** of this document.

4.3.9.2 Range of Magnitude

Floods are considered hazards when people and property are affected. Injuries and deaths can occur when people are swept away by flood currents or when bacteria and disease are spread by moving or stagnant floodwaters. Most property damage results from inundation by sediment filled water. A large amount of rainfall over a short time span can result in flash flood conditions. Small amounts of rain can result in floods in locations where the soil is frozen or saturated from a previous wet period or if the rain is concentrated in an area of impermeable surfaces such as large parking lots, paved roadways, or other impervious developed areas. Conditions can be exacerbated by obstructions, which prevent normal flow through the waterway, such as fallen trees.

Several factors determine the severity of floods, including rainfall intensity and duration, topography, ground cover, and rate of snowmelt. Water runoff is greater in areas with steep slopes and little or no vegetative ground cover. The county has sloping terrain, especially near the mountains, which can contribute to more severe floods as runoff reaches receiving water

bodies more rapidly over steep terrain. Also, urbanization typically results in the replacement of vegetative ground cover with asphalt and concrete, increasing the volume of surface runoff and storm water, particularly in areas with poorly planned storm water drainage systems.

In Central Pennsylvania, there are seasonal differences in how floods are caused. In the winter and early spring (February to April), major flooding has occurred as a result of heavy rainfall on dense snowpack throughout contributing watersheds, although the snowpack is generally moderate during most Winters. Winter floods also have resulted from runoff of intense rainfall on frozen ground, and local flooding has been exacerbated by ice jams in streams and creeks.

Summer floods have occurred from intense rainfall on previously saturated soils. Summer thunderstorms deposit large quantities of rainfall over a short period of time that can result in flash flood events.

The most severe flooding in Central Pennsylvania has been associated with the Susquehanna River Basin, which drains directly into the Chesapeake Bay and is the largest river basin on the U.S. Atlantic Coast. Franklin County lies within the Potomac River Basin and Lower Susquehanna River Basin, which means that it is subject to heavy precipitation events that may occur outside of the county in the upper reaches of the Basin. Tropical Storm Agnes in 1972 created the worst flooding conditions on record for Franklin County.

Floods are naturally occurring events that benefit riparian systems which have not been disrupted by human actions. Such benefits include groundwater recharge and the introduction of nutrient rich sediment, which improves soil fertility. However, the destruction of riparian buffers, changes to land-use and land cover throughout a watershed, and introduction of chemical or biological contaminants which often accompany human presence cause environmental harm when floods occur. Hazardous material facilities are potential sources of contamination during flood events. Other environmental impacts of flooding include: water-borne diseases, suffocation of tree species non-tolerant to excess water, heavy siltation, damage or loss of crops, and drowning of both humans and animals.

The NFIP identifies Repetitive Loss (RL) and Severe Repetitive Loss (SRL) properties. The following definition of RL and SRL properties from the Hazard Mitigation Assistance (HMA) Unified Guidance from July 2013 reflects changes made in the Biggert-Waters Flood Insurance Reform Act of 2012:

A **Repetitive Loss (RL)** property is a structure, as defined for the HMA program, covered by a contract for flood insurance made available under the NFIP that:

(a) Has incurred flood-related damage on two occasions, in which the cost of the repair, on the average, equaled or exceeded 25% of the market value of the structure at the time of each such flood event; and
(b) At the time of the second incidence of flood-related damage, the contract for flood insurance contains increased cost of compliance coverage. (Please note: Homes are eligible for Increased Cost of Compliance (ICC) coverage after first loss, however cost for ICC is part of all policies.

A **Repetitive Loss (RL)** property is also defined by FEMA, as it relates to the NFIP program, as an NFIP-insured structure that has had at least 2 paid flood losses of more than $1,000 each in any 10-year period since 1978.

A **Severe Repetitive Loss** property is a structure that:

(a) Is covered under a contract for flood insurance made available under the NFIP; and
(b) Has incurred flood related damage:
  (i) For which 4 or more separate claims payments have been made under flood insurance coverage with the amount of each such claim exceeding $5,000, and with the cumulative amount of such claims payments exceeding $20,000; or
  (ii) For which at least 2 separate claims payments have been made under such coverage, with the cumulative amount of such claims exceeding the market value of the insured structure.

Table 4.3.7.2.1 below contains the numbers of Repetitive Loss (RL) properties per municipality in Franklin County as reported by FEMA on 12/29/2017. Franklin County has no Severe Repetitive Loss properties at this time.

Municipality	2-4 Family		ASSMD Condo		Non-residential		Other Residential		Single Family		Total	
	Total	Mit.	Total	Mit.	Total	Mit.	Total	Mit.	Total	Mit.	Total	Mit.
Antrim Township	0	0	0	0	0	0	0	0	0	0	**0**	**0**
Chambersburg Borough	0	0	0	0	0	0	0	0	0	0	**0**	**0**
Fannett Township	0	0	0	0	0	0	0	0	0	0	**0**	**0**
Greencastle Borough	0	0	0	0	0	0	0	0	0	0	**0**	**0**
Greene Township	0	0	0	0	0	0	0	0	**4**	0	**4**	**0**
Guilford Township	0	0	0	0	0	0	0	0	0	0	**0**	**0**
Hamilton Township	0	0	0	0	0	0	0	0	0	0	**0**	**0**
Letterkenny Township	0	0	0	0	0	0	0	0	0	0	**0**	**0**
Lurgan Township	0	0	0	0	0	0	0	0	0	0	**0**	**0**
Mercersburg Borough	0	0	0	0	0	0	0	0	0	0	**0**	**0**
Metal Township	0	0	0	0	0	0	0	0	0	0	**0**	**0**
Mont Alto Borough	0	0	0	0	0	0	0	0	0	0	**0**	**0**
Montgomery Township	0	0	0	0	0	0	0	0	0	0	**0**	**0**
Orrstown Borough	0	0	0	0	0	0	0	0	0	0	**0**	**0**
Peters Township	0	0	0	0	0	0	0	0	0	0	**0**	**0**
Quincy Township	0	0	0	0	0	0	0	0	0	0	**0**	**0**
Shippensburg Borough	0	0	0	0	0	0	0	0	0	0	**0**	**0**
Southampton Township	0	0	0	0	0	0	0	0	**2**	0	**2**	**0**
St Thomas Township	0	0	0	0	0	0	0	0	0	0	**0**	**0**
Warren Township	0	0	0	0	0	0	0	0	0	0	**0**	**0**
Washington Township	0	0	0	0	0	0	0	0	0	0	**0**	**0**
Waynesboro Borough	0	0	0	0	0	0	0	0	0	0	**0**	**0**
Total	**0**	**0**	**0**	**0**	**0**	**0**	**0**	**0**	**6**	**0**	**6**	**0**

Table 4.3.9.2.1: Repetitive Loss Properties per Municipality (Dec 2017)

Floods are the most common and costly natural catastrophe in the United States. In terms of economic disruption property damage, and loss of life, floods are “nature’s number-one

disaster." For that reason, flood insurance is almost never available under industry-standard homeowner's and renter's policies. The best way for citizen to protect their property against flood losses is to purchase flood insurance through the NFIP. Congress established the NFIP in 1968 to help control the growing cost of federal disaster relief. The NFIP is administered by FEMA, part of the U.S. Department of Homeland Security. The NFIP offers federally-backed flood insurance in communities that adopt and enforce effective floodplain management ordinances to reduce future flood losses.

Since 1983, the chief means of providing flood insurance coverage has been a cooperative venture of FEMA and private insurance industry known as the Write Your Own (WYO) Program. This partnership allows qualified property and casualty insurance companies to "write" (that is, issue) and service the NFIP's Standard Flood Insurance Policy (SFIP) under their own names.

At one point, nearly 90 WYO insurance companies issued and serviced the SFIP under their own names. More than 4.4 million federal flood insurance policies are in force. These policies represent $650 billion in flood insurance coverage for homeowners, renters, and business owners throughout the United States and its territories. As of 2016, the number of WYO insurance companies decreased to 79.

In 2012, the U.S. Congress passed the Biggert-Waters Flood Insurance Reform Act. This act was intended to change the way that the NFIP is run including insurance policy rate increases to reflect true risk and changes in how the Flood Insurance Rate Map (FIRM) updates impact policy holders.

In March of 2014, President Obama signed the Homeowner Flood Insurance Affordability Act (HFIAA) of 2014 into law. This law repealed and modified certain provisions of the Biggert-Waters Flood Insurance Reform Act and makes additional program changes to other aspects of the program not covered by that Act. Many provisions of the Biggert-Waters Flood Insurance Reform Act remain and are still being implemented.

As a result of the changes, in April 1, 2015, every new or renewed NFIP policy includes an annual surcharge required by the HFIAA. The surcharge amount depends on the use of your insured building and the type of policy insuring the building, regardless of its flood zone or date of construction.

The NFIP provides flood insurance to individuals in communities that are members of the program. Membership in the program is contingent on the community adopting and enforcing floodplain management and development regulations. The NFIP is based on the voluntary participation of communities of all sizes. In the context of this program, a "community" is a political entity, whether an incorporated city, town, township, borough, or village, or an unincorporated area of a county or parish, that has legal authority to adopt and enforce floodplain management ordinances for the area under its jurisdiction.

National Flood Insurance is available only in communities that apply for participation in the NFIP and agree to implement prescribed flood mitigation measures. Newly participating

communities are admitted to the NFIP's Emergency Program. Most of these communities quickly earn "promotion" to the Regular Program.

The Emergency Program is the initial phase of a community's participation in the NFIP. In return for the local government's agreeing to adopt basic floodplain management standards, the NFIP allows local property owners to buy modest amounts of flood insurance coverage.

In return for agreeing to adopt more comprehensive floodplain management measures, an Emergency Program community can be "promoted" to Regular Program. Local policyholders immediately become eligible to buy greater amounts of flood insurance coverage.

The minimum floodplain management requirements include:

- Review and permit all development in the SFHA;
- Elevate new and substantially improved residential structures above the Base Flood Elevation;
- Elevate or dry flood proof new and substantially improved non-residential structures; Limit development in floodways;
- Locate or construct all public utilities and facilities so as to minimize or eliminate flood damage;
- Anchor foundation or structure to resist floatation, collapse, or lateral movement.

In addition, Regular Program communities are eligible to participate in the NFIP's Community Rating System (CRS). Under the CRS, policyholders can receive premium discounts of 5 to 45% as their cities and towns adopt more comprehensive flood mitigation measures.

Table **4.3.9.2.2** lists the Franklin County municipalities participating in the NFIP along with the date of the initial FIRM and the current effective map date. Note that all municipalities in the county, except Orrstown Borough, participate in the NFIP program and are using the most current flood map data at the time this plan was updated in 2018. Shippensburg Borough, being a split municipality, reports NFIP compliance through Cumberland County.

Community Identification Number	Municipality	Initial Flood Hazard boundary Map	Initial FIRM Identified	Current Effective Map Date
421233	Antrim Township	9/20/1974	4/24/1981	1/18/2012
420469	Chambersburg Borough	12/21/1973	7/17/1978	1/18/2012
422424	Fannett Township	2/7/1975	10/29/1982	1/18/2012
420470	Greencastle Borough	9/10/1976	1/18/2012	1/18/2012
421649	Greene Township	12/6/1974	11/2/1990	1/18/2012
421650	Guilford Township	1/3/1975	6/18/1990	1/18/2012
421651	Hamilton Township	9/6/1974	6/18/1990	1/18/2012
422425	Letterkenny Township	12/20/1974	9/17/1982	1/18/2012
421652	Lurgan Township	11/1/1974	9/1/1978	1/18/2012
420471	Mercersburg Borough	4/23/1976	3/1/1986	1/18/2012
421653	Metal Township	1/24/1975	9/1/1986	1/18/2012
420472	Mont Alto Borough	7/26/1974	7/16/1990	1/18/2012
422426	Montgomery Township	12/13/1974	8/1/1986	1/18/2012
421654	Peters Township	9/13/1974	9/1/1986	1/18/2012
421655	Quincy Township	12/27/2014	7/16/1990	1/18/2012
421657	Southampton Township	5/31/1974	5/15/1986	1/18/2012
421656	St Thomas Township	9/13/1974	7/16/1990	1/18/2012
422427	Warren Township	1/24/1975	9/1/1986	1/18/2012
421658	Washington Township	9/8/1974	6/3/1986	1/18/2012
420473	Waynesboro Borough	12/3/1976	11/1/1985	1/18/2012

Table 4.3.9.2.2: Franklin County Municipal Participation in the National Flood Insurance Program

4.3.9.3 Past Occurrence

Franklin County has a history of flooding events. Flash flooding is the most common type of flooding that occurs in the county. **Table 4.3.9.3.1** lists flood event information from 1996 to 2022 obtained from the NCDC/NCEI databases. According to NCDC/NCEI and Franklin County EMA records, the storms listed for May 2019 are the last recorded Flash Flooding events (**Figure 4.3.9.3.2**) in Franklin County as of this 2023 plan update.

Location	Date	Time	Type	Rain	Death	Injuries	Property Damage	Crop Damage
Yeakle Hill	06/12/2014	1640	Flood/Heavy Rain		0	0	$0	$0
Yeakle Hill	05/16/2014	0720	Flood/Heavy Rain	4.0"	0	0	$0	$0
Yeakle Hill	10/10/2013	2200	Flood/Heavy Rain	10.0"	0	0	$0	$0
Yeakle Hill	10/29/2012	1700	Flood/Heavy Rain	8.0"	0	0	$0	$0
Upper Strasburg	03/13/2010	1600	Flood/Heavy Rain/Snow Melt	4.0"	0	0	$0	$0
Caledonia Park	01/25/2010	0730	Flood/Heavy Rain	4.0"	0	0	$0	$0
Sylvan	05/12/2008	0200	Flood/Heavy Rain		0	0	$0	$0
Sylvan	04/26/2008	2200	Flood/Heavy Rain		0	0	$0	$0
Countywide	03/28/2005	2130	Flood		0	0	$0	$0
Countywide	09/28/2004	1200	Flood		0	0	$0	$0
Countywide	09/17/2004	1500	Flood		0	0	$0	$0
Countywide	02/06/2004	1700	Flood		0	0	$0	$0
Countywide	12/11/2003	0541	Flood		0	0	$0	$0
Countywide	01/19/1996	0900	Flood		0	0	$0	$0
Totals					**0**	**0**	**$0**	**$0**

Table 4.3.9.3.1: Flood Events in Franklin County (1996-2022)

Table 4.3.9.3.2 below contains information on Flash Flood events in the county between 1996 and 2022.

Location	Date	Time	Type	Rain	Death	Injuries	Property Damage	Crop Damage
Greencastle	05/19/2019	1800	Flash Flood		0	0	$10K	$0
Mercersburg	05/19/2019	1800	Flash Flood		0	0	$0	$0
Shimpstown	07/28/2017	2215	Flash Flood		0	0	$0	$0
Mainsville	06/08/2015	1700	Flash Flood	4.0"	0	0	$0	$0
Yeakle Mill	06/12/2014	1503	Flash Flood		0	0	$0	$0
Sylvan	09/27/2011	1300	Flash Flood		0	0	$0	$0
Greencastle	09/09/2011	1600	Flash Flood	8.0"	0	0	$0	$0
Guilford Springs	05/26/2011	1835	Flash Flood		0	0	$0	$0
Weltys	04/28/2011	0400	Flash Flood		0	0	$0	$0
Amberson	04/16/2011	1800	Flash Flood		0	0	$0	$0
Mercersburg	05/23/2010	0300	Flash Flood		0	0	$25K	$0
Grindstone Hill	07/23/2009	1622	Flash Flood	6.0"	0	0	$50K	$0
New Franklin	06/10/2009	2113	Flash Flood		0	0	$0	$0
Waynesboro	06/01/2007	2100	Flash Flood		0	0	$0	$0
Shippensburg	05/10/2007	2000	Flash Flood	3.0"	0	0	$0	$0
Countywide	06/27/2006	1700	Flash Flood		0	0	$0	$0
Greencastle	06/26/2006	0630	Flash Flood		0	0	$0	$0
Greencastle	06/25/2006	1200	Flash Flood		0	0	$0	$0
Greencastle	07/16/2005	2030	Flash Flood		0	0	$0	$0
Waynesboro	09/01/2003	2100	Flash Flood		0	0	$0	$0
Greencastle	06/03/2003	2100	Flash Flood		0	0	$0	$0
St Thomas	06/22/2001	1945	Flash Flood		0	0	$0	$0
Chambersburg	06/21/2001	2330	Flash Flood		0	0	$0	$0
Greencastle	07/28/2000	1830	Flash Flood		0	0	$0	$0
South Portion	09/08/1998	1730	Flash Flood	3.0"	0	0	$0	$0
Quincy	06/23/1998	1730	Flash Flood		0	0	$0	$0
Countywide	04/19/1998	1900	Flash Flood		0	0	$0	$0
Countywide	03/20/1998	2330	Flash Flood		0	0	$0	$0
Countywide	01/08/1998	1300	Flash Flood		0	0	$0	$0
Countywide	11/07/1997	1900	Flash Flood		0	0	$0	$0
East Portion	09/11/1997	0050	Flash Flood		0	0	$0	$0
Greencastle	06/18/1997	1845	Flash Flood		0	0	$0	$0
Southeast	12/01/1996	2300	Flash Flood		0	0	$0	$0
St Thomas	10/19/1996	1000	Flash Flood		0	0	$0	$0
Northern	09/13/1996	0400	Flash Flood		0	0	$0	$0
Upper Strasburg	09/06/1996	1730	Flash Flood		0	0	$0	$0
Countywide	0719/1996	0800	Flash Flood		0	0	$0	$0
Greencastle	07/08/1996	1800	Flash Flood	3.5"	0	0	$0	$0
St Thomas	06/20/1996	2000	Flash Flood		0	0	$0	$0
St Thomas	06/18/1996	2000	Flash Flood	12.0"	1	0	$1,000K	$0
St Thomas	06/11/1996	2200	Flash Flood	4.7"	0	0	$500K	$0
Countywide	01/19/1996	0900	Flash Flood		0	0	$0	$0
Totals					**1**	**0**	**$1,585K**	**$0**

Table 4.3.9.3.2: Franklin County Flash Flood Events (1996-2022)

There are no known significant flood events in Franklin County which can be attributed directly to an ice jam.

4.3.9.4 Future Occurrence

In Franklin County, flooding occurs commonly and can occur during any season of the year. Therefore, the future occurrence of floods in Franklin County can be considered ***highly likely*** as defined by the Risk Factor Methodology in **Section 4.4**.

Floods are described in terms of their extent (including the horizontal area affected and the vertical depth of floodwaters) and the related probability of occurrence. The NFIP uses historical records to determine the probability of occurrence for different extents of flooding. The probability of occurrence is expressed in percentages as the chance of a flood of a specific extent occurring in any given year.

The NFIP recognizes the 1%-annual-chance flood, also known as the base flood, as the standard for identifying properties subject to federal flood insurance purchase requirements. A 1%-annual-chance flood is a flood which has a 1% chance of occurring over a given year. The DFIRMs are used to identify areas subject to the 1- and 0.2%-annual-chance flooding. Areas subject to 2% and 10% annual chance events are not shown on maps; however, water surface elevations associated with these events are included in the flood source profiles contained with the Flood Insurance Study Report.

Table 4.3.9.4.1 shows a range of flood recurrence intervals and associated probabilities of occurrence. Although the information is from 2001, it is still considered the best available information on this topic.

Recurrence Interval	Chance of Occurrence in Any Given Year (%)
10 year	10
50 year	2
100 year	1
500 year	0.2

Table 4.3.9.4.1: Recurrence Intervals and Probabilities[54]

4.3.9.5 Vulnerability Assessment

Franklin County is vulnerable to flooding that causes loss of lives, property damage, and road closures. For purposes of assessing vulnerability, the county focused on community assets that are located in the 1%-annual-chance floodplain. While greater and smaller floods are possible, information about the extent and depths for this floodplain is available for all municipalities

[54] USGS

countywide, thus providing a consistent basis for analysis. Flood vulnerability maps for each local municipality showing the FEMA-designated 1%-annual-chance flood hazard area, critical facilities, and transportation routes are included in **Appendix G** of this document.

Table 4.3.9.5.1 below lists all the critical facilities and private/commercial structures that fall within the 1%-annual chance floodplain, by municipality. It should be noted that the values of the buildings in the floodplain were taken from the tax assessment database (base year 1961). The values were multiplied by a factor of 7.63 to get the estimated current year value. This factor is given to the county by the state and is based off of sales in the previous year. Additionally, the costs only reflect land and structure value of the property. It does not include content loss, functionality loss, or displacement costs. Furthermore, there are some properties in the database that reflect a $0 assessment due to their taxable status. Therefore, the value numbers below are very conservative and actual loss values could be substantially higher.

Municipality	Total Number of Critical Facilities in Municipality	Number of Critical Facilities in 1% Floodplain	Value of Critical Facilities in 1% Floodplain (1961)	Estimated (2017) Value of Critical Facilities in 1% Floodplain	Number of Private/ Commercial Buildings in 1% Floodplain	Value of Private/ Commercial Buildings in 1% Floodplain	Estimated (2017) Value of Private/ Commercial Buildings in 1% Floodplain
Antrim Township	75	2	$2,590	$19,762	241	$3,709,060	$28,300,128
Chambersburg Borough	97	12	$8,404,750	$64,128,243	249	$11,221,080	$85,616,840
Fannett Township	27	2	$23,540	$179,610	81	$573,660	$4,377,026
Greencastle Borough	24	0	$0	$0	0	$0	$0
Greene Township	100	9	$155,650	$1,187,610	727	$7,372,310	$56,250,725
Guilford Township	85	4	$23,420	$178,695	169	$6,158,110	$46,986,379
Hamilton Township	47	2	$6,190	$47,230	57	$810,760	$6,186,099
Letterkenny Township	20	1	$32,720	$249,654	73	$27,445,470	$209,408,936
Lurgan Township	21	2	$35,260	$269,034	32	$289,240	$2,206,901
Mercersburg Borough	10	0	$0	$0	34	$232,750	$1,775,883
Metal Township	15	1	$4,600	$35,098	55	$430,810	$3,287,080
Mont Alto Borough	6	2	$42,310	$322,825	71	$425,780	$3,248,701
Montgomery Township	12	2	$0	$0	112	$2,195,410	$16,750,978
Orrstown Borough	1	0	$0	$0	0	$0	$0
Peters Township	22	2	$7,400	$56,462	142	$4,062,700	$30,998,401
Quincy Township	48	7	$41,960	$320,155	230	$4,027,890	$30,732,801
Shippensburg Borough	5	0	$0	$0	1	$0	$0
Southampton Township	30	1	$24,040	$183,425	113	$2,068,990	$15,786,394
St Thomas Township	20	2	$2,300	$17,549	102	$1,660,800	$12,671,904
Warren Township	2	0	$0	$0	19	$308,030	$2,350,269
Washington Township	46	7	$451,670	$3,446,242	262	$4,770,950	$36,402,349
Waynesboro Borough	45	0	$0	$0	12	$314,980	$2,403,297
Total	**758**	**58**	**$9,258,400**	**$70,641,592**	**2,782**	**$78,078,780**	**$595,741,091**
Total Estimated (2017) Value of Structures in 1% Floodplain							**$666,382,683**

Table 4.3.9.5.1: Franklin County Critical Facilities in the 1% Floodplain (Jan 2018)

Figure 4.3.9.5.1 below lists the vulnerability self-assessments of each of the Franklin County municipalities for the Flood, Flash Flood, and Ice Jam hazard. 2 of 22 municipalities rated this threat as Catastrophic or Major. Additionally, 8 of the remaining 18 municipalities rank this as a Moderate threat. This was the ranked as the number 12 highest threat in the county (Moderate) and will require some attention during the Mitigation Strategy in **Section 6.**

Flood/Flash Flood/Ice Jam Hazard Threat Risk Assessment											Risk Factor Scale		
											Catastrophic	3.0 - 4.0	
											Major	2.5 - 2.9	
											Moderate	2.0 - 2.4	
											Minor	1.5 - 1.9	
											Insignificant	1.0 - 1.4	
Municipality	Probability (1-4)	Wt	Impact (1-4)	Wt	Spatial (1-4)	Wt	Warning Time (1-4)	Wt	Duration (1-4)	Wt	Risk Factor (RF)	% of County Population	Contribution to County RF
Antrim Township	2	30%	2	30%	3	20%	1	10%	3	10%	2.2	10.12%	0.2226
Chambersburg Borough	1	30%	2	30%	1	20%	4	10%	3	10%	1.8	14.05%	0.2529
Fannett Township	1	30%	1	30%	1	20%	1	10%	3	10%	1.2	1.59%	0.0191
Greencastle Borough	2	30%	2	30%	2	20%	4	10%	3	10%	2.3	2.73%	0.0628
Greene Township	2	30%	1	30%	1	20%	4	10%	3	10%	1.8	11.82%	0.2128
Guilford Township	3	30%	1	30%	3	20%	4	10%	3	10%	2.5	9.38%	0.2345
Hamilton Township	1	30%	2	30%	2	20%	2	10%	3	10%	1.8	7.29%	0.1312
Letterkenny Township	2	30%	1	30%	2	20%	1	10%	3	10%	1.7	1.58%	0.0269
Lurgan Township	2	30%	1	30%	1	20%	3	10%	3	10%	1.7	1.42%	0.0241
Mercersburg Borough	1	30%	1	30%	1	20%	1	10%	3	10%	1.2	0.97%	0.0116
Metal Township	1	30%	1	30%	1	20%	1	10%	3	10%	1.2	1.13%	0.0136
Mont Alto Borough	1	30%	1	30%	1	20%	1	10%	3	10%	1.2	1.01%	0.0121
Montgomery Township	4	30%	2	30%	4	20%	2	10%	3	10%	3.1	3.68%	0.1141
Orrstown Borough	1	30%	1	30%	1	20%	1	10%	3	10%	1.2	0.14%	0.0017
Peters Township	3	30%	1	30%	1	20%	4	10%	3	10%	2.1	2.86%	0.0601
Quincy Township	1	30%	1	30%	2	20%	2	10%	3	10%	1.5	3.41%	0.0512
Shippensburg Borough	2	30%	2	30%	2	20%	2	10%	3	10%	2.1	0.75%	0.0158
Southampton Township	1	30%	1	30%	3	20%	4	10%	3	10%	1.9	5.49%	0.1043
St Thomas Township	2	30%	2	30%	2	20%	3	10%	3	10%	2.2	3.79%	0.0834
Warren Township	3	30%	1	30%	2	20%	2	10%	3	10%	2.1	0.21%	0.0044
Washington Township	2	30%	2	30%	2	20%	4	10%	3	10%	2.3	9.55%	0.2197
Waynesboro Borough	1	30%	2	30%	2	20%	4	10%	3	10%	2.0	7.02%	0.1404
Municipal Weighted Average Risk Factor (RF)													2.019

Figure 4.3.9.5.1: Municipal Flood, Flash Flood, and Ice Jam Threat Vulnerability Self-Assessment

4.3.9.6 Community Lifeline Integration

Potential impacts to the Community Lifelines for a flood, flash flood or ice jam event are shown below. There is potential for significant impact to one of the lifelines (Safety & Security), and possible impacts to all of the remaining six lifelines.

4.3.10 Hailstorm

Hail forms inside a thunderstorm where there are strong updrafts of warm air and downdrafts of cold water. If a water droplet is picked up by the updrafts, it can be carried well above the freezing level. As the frozen droplet begins to fall, it may thaw as it moves into warmer air toward the bottom of the thunderstorm. If the updraft is strong enough it will move the hailstone back into the cloud where it once again collides with water and hail and grows. This process may be repeated several times. With each trip above and below the freezing level, the frozen droplet adds another layer of ice. In all cases, when the hailstone can no longer be supported by the updraft it falls to the earth. The stronger the updraft, the larger the hailstones that can be produced by the thunderstorm[55]. The National Weather Service (NWS) defines hail as: showery precipitation in the form of irregular pellets or balls of ice more than 5 millimeters in diameter, falling from a cumulonimbus cloud[56]. **Figure 4.3.10.1** below illustrates the process of hail formation.

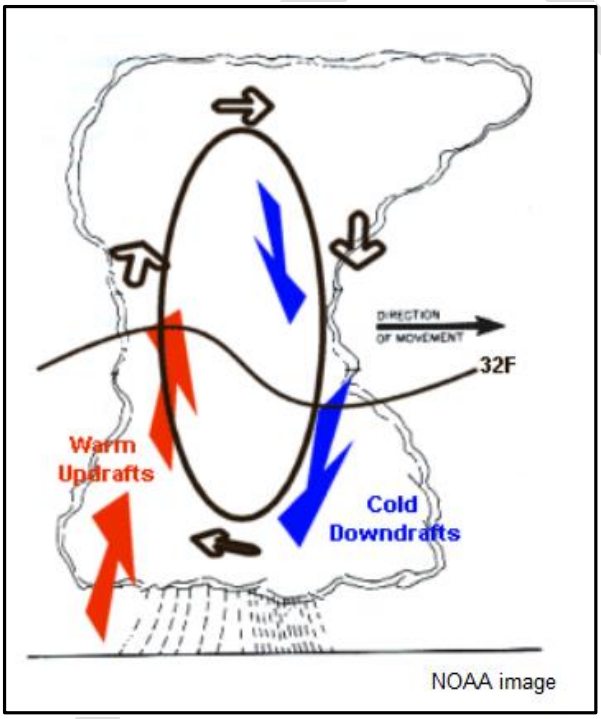


Figure 4.3.10.1: Hail Formation

The size of hailstones is a direct function of the size and severity of the thunderstorm. The higher the temperatures at the earth's surface, the greater the strength of the updrafts, and the greater the amount of time hailstones are suspended, giving them more time to increase in size. See **Table 4.3.10.1** below for common hail stone sizes.

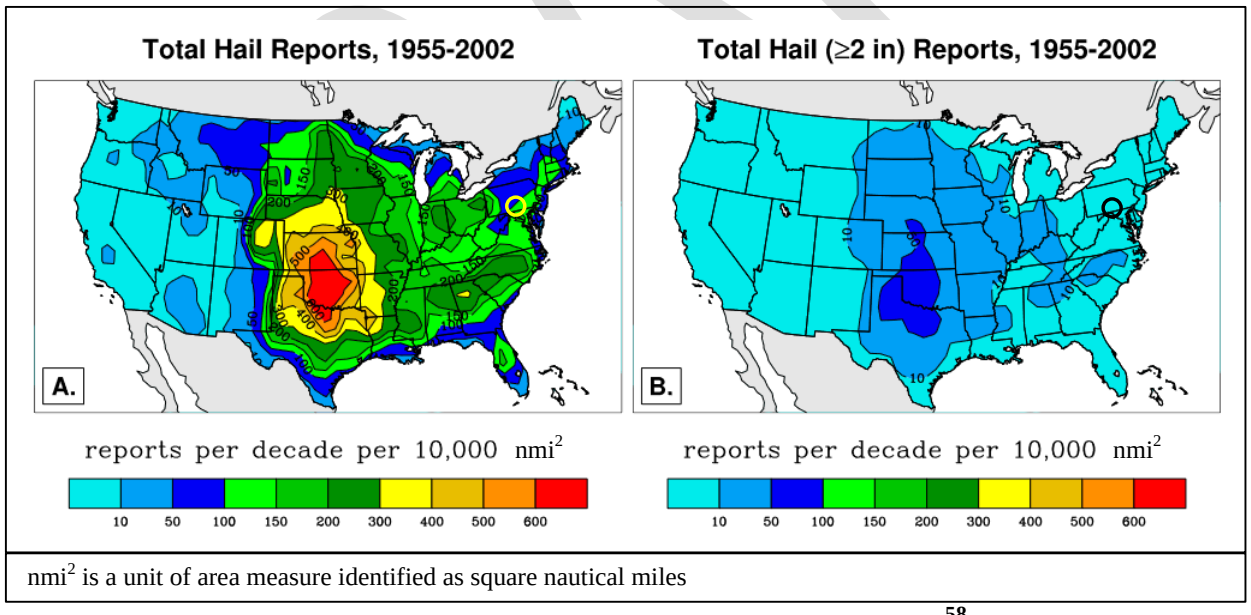
[55] NOAA/NWS
[56] NOAA/NWS

Size	Diameter (in.)	Size	Diameter (in.)
BB	<0.25	Ping-Pong Ball	1.50
Pea	0.25	Golf Ball	1.75
Marble	0.50	Hen Egg	2.00
Dime	0.70	Tennis Ball	2.50
Penny	0.75	Baseball	2.75
Nickel	0.88	Teacup	3.00
Quarter	1.00	Grapefruit	4.00
Half Dollar	1.25	Softball	4.50

Table 4.3.10.1: NOAA Hail Stone Sizes [57]

4.3.10.1 Location and Extent

Figure 4.3.10.1.1 below illustrates the frequency of hail events tracked across the continental United States from 1955 through 2002. One can see from these maps that Franklin County falls into the area where between 50 and 150 hail events per decade per square nautical mile were recorded in this time span (yellow circle added to highlight Franklin County). Less than 10 large hail events per decade per square nautical mile were reported during that same time (yellow circle added to highlight Franklin County).



nmi² is a unit of area measure identified as square nautical miles

Figure 4.3.10.1.1: NOAA Geographic Distribution of Hail [58]

[57] NOAA, 2023
[58] NOAA, 2004

4.3.10.2 Range of Magnitude

Hail damage to crops is estimated at $1.3 billion annually in the US. Additionally, property damage is estimated at $1 billion annually[59]. Hail occurs most frequently in states within the southern and central plains. However, because hail accompanies thunderstorms, hail damage is possible throughout the entire US[60]. Damage to crops, roofs, windows, heating/cooling units, and vehicles are typically the most significant impacts of hail storms.

4.3.10.3 Past Occurrence

Franklin County has experienced 14 recorded hail events on 10 separate days since 2013[61].

Table 4.3.10.3.1 below lists these events with the largest size of hail observed on those days at each location reported.

Location	Municipality	Date	Time (hrs)	Hail Size (in)
Marion	Guilford	7/12/2022	1405	1.00
Upper Strasburg	Letterkenny Township	5/15/2022	1350	1.25
Good	Quincy Township	8/1/2020	2207	1.00
Tomstown	Quincy Township	8/1/2020	2213	1.00
Fort Loudon	Peters Township	6/4/2020	1452	0.88
Middleburg	Antrim Township	5/9/2019	1419	1.00
Greencastle	Greencastle Borough	5/9/2019	1528	0.88
Greencastle	Greencastle Borough	5/9/2019	1530	1.00
Mont Alto	Quincy Township	5/9/2019	1600	1.00
Greencastle	Greencastle Borough	8/17/2018	1536	1.25
Pinola	Southampton	7/27/2018	1550	0.88
Middleburg	Antrim Township	8/4/2015	0130	1.00
Metal	Metal Township	8/7/2013	1815	1.00
Yeakle Mill	Warren Township	5/22/2013	1652	0.88

Table 4.3.10.3.1: Recorded Hail Events in Franklin County (2013-2022)

From the figure above, one can see that Franklin County has experienced multiple event days and multiple locations during the previous 10 years, but it has also experienced some years with no events. There is no indication that this trend will change.

4.3.10.4 Future Occurrence

[59] Illinois State Water Survey
[60] NOAA/NWS/NCEP/SPC
[61] NOAA/NCEI

It is not possible to predict formation of a hail storm with more than a few days' lead time. However, past occurrences indicate that hail storm events in Franklin County will occur approximately 3 times per year on average, and typically between the months of April and August. **Figure 4.3.10.4.1** below shows a community's relative risk for hail when compared to the rest of the United States. FEMA National Risk Index scores are calculated using an equation that combines scores for Expected Annual Loss due to natural hazards, Social Vulnerability and Community Resilience. According to FEMA, Franklin County's Expected Annual Loss for Hail is classified as Very Low, the Social Vulnerability is Relatively Low and the Community Resilience is Relatively High, resulting in an overall Risk Index of Very Low as compared to other communities in the United States.

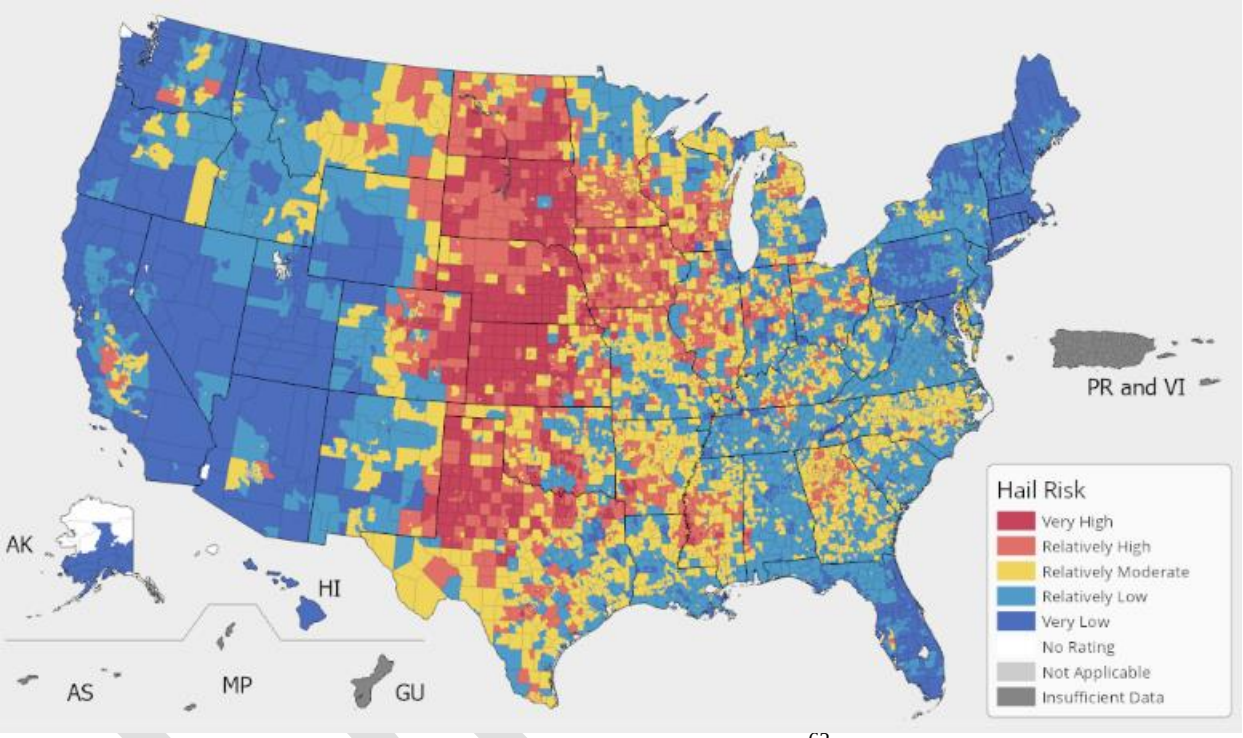


Figure 4.3.10.4.1: Hail Risk Index[62]

Nationwide as well as county-specific historical data shows that Franklin County is at a relatively low risk of hail storms as compared to the mid-west, but they will occur. Future occurrences of hail storms can be considered ***likely*** as defined by the Risk Factor Methodology probability criteria (See **Section 4.4**).

4.3.10.5 Vulnerability Assessment

The entire county, including all critical infrastructure, is vulnerable to the effects of hail, as the storm cells that produce this hazard can develop over any part of the region. The area of damage due to these storms is relatively small because a single storm does not cause widespread devastation, but a storm may cause significant damage with a focused area. Refer to **Table 2.4.5,** for the specific number of critical facilities in the municipalities subject to hail hazards.

[62]FEMA, 2023

Figure 4.3.10.5.1 below lists the vulnerability self-assessments of each of the Franklin County municipalities for the Hailstorm hazard. One can see that 12 of 22 municipalities rated this threat as either a Major or Moderate event. This is considered a Moderate threat ranked as the number 8 threat overall for Franklin County and will garner a heightened level of attention during the Mitigation Strategy in **Section 6**.

Hailstorm
Hazard Threat Risk Assessment

Risk Factor Scale	
Catastrophic	3.0 - 4.0
Major	2.5 - 2.9
Moderate	2.0 - 2.4
Minor	1.5 - 1.9
Insignificant	1.0 - 1.4

Municipality	Probability (1-4)	Wt	Impact (1-4)	Wt	Spatial (1-4)	Wt	Warning Time (1-4)	Wt	Duration (1-4)	Wt	Risk Factor (RF)	% of County Population	Contribution to County RF
Antrim Township	2	30%	1	30%	4	20%	4	10%	1	10%	2.2	10.12%	0.2226
Chambersburg Borough	2	30%	3	30%	4	20%	4	10%	1	10%	2.8	14.05%	0.3934
Fannett Township	3	30%	1	30%	2	20%	3	10%	1	10%	2.0	1.59%	0.0318
Greencastle Borough	3	30%	3	30%	3	20%	2	10%	1	10%	2.7	2.73%	0.0737
Greene Township	4	30%	1	30%	4	20%	4	10%	1	10%	2.8	11.82%	0.3310
Guilford Township	3	30%	1	30%	3	20%	4	10%	1	10%	2.3	9.38%	0.2157
Hamilton Township	2	30%	1	30%	4	20%	2	10%	1	10%	2.0	7.29%	0.1458
Letterkenny Township	2	30%	1	30%	3	20%	2	10%	1	10%	1.8	1.58%	0.0284
Lurgan Township	1	30%	1	30%	1	20%	2	10%	1	10%	1.1	1.42%	0.0156
Mercersburg Borough	2	30%	1	30%	4	20%	4	10%	1	10%	2.2	0.97%	0.0213
Metal Township	1	30%	1	30%	1	20%	3	10%	1	10%	1.2	1.13%	0.0136
Mont Alto Borough	1	30%	1	30%	3	20%	2	10%	1	10%	1.5	1.01%	0.0152
Montgomery Township	2	30%	1	30%	4	20%	4	10%	1	10%	2.2	3.68%	0.0810
Orrstown Borough	1	30%	1	30%	1	20%	1	10%	1	10%	1.0	0.14%	0.0014
Peters Township	2	30%	1	30%	1	20%	4	10%	1	10%	1.6	2.86%	0.0458
Quincy Township	1	30%	1	30%	1	20%	1	10%	1	10%	1.0	3.41%	0.0341
Shippensburg Borough	2	30%	1	30%	1	20%	3	10%	1	10%	1.5	0.75%	0.0113
Southampton Township	1	30%	1	30%	2	20%	4	10%	1	10%	1.5	5.49%	0.0824
St Thomas Township	3	30%	1	30%	2	20%	4	10%	1	10%	2.1	3.79%	0.0796
Warren Township	2	30%	2	30%	3	20%	4	10%	1	10%	2.3	0.21%	0.0048
Washington Township	1	30%	1	30%	1	20%	4	10%	1	10%	1.3	9.55%	0.1242
Waynesboro Borough	1	30%	2	30%	4	20%	4	10%	1	10%	2.2	7.02%	0.1544
Municipal Weighted Average Risk Factor (RF)													2.127

Figure 4.3.10.5.1: Municipal Hailstorm Threat Vulnerability Self-Assessment

Hail can cause serious damage to homes, automobiles, aircraft, livestock, crops, and infrastructure. Areas of the county with large amounts of farmland and high agricultural yields are more likely to be the areas impacted the most by a severe hail event. As noted in **Section 2.1**, Franklin County is ranked number 4 in the state for agricultural production, so any impact to normal crop yields will have a major economic impact to the county. Of particular concern to Franklin County are corn, peaches, barley, and soybean crops[63], which can be damaged to the extent of total loss, especially if an event occurs later in the growing season.

[63] USDA, 2017

The only mitigation measure available for farmers to preclude losses due to hail damage is crop insurance. We have created a mitigation action to work with the Penn State Agricultural Extension to look into crop insurance saturation rates in the county to determine the availability of insurance and any cost prohibitive factors that may be present.

4.3.10.6 Community Lifeline Integration

Potential impacts to the Community Lifelines for a hail event are shown below. There is potential for possible impacts to six of the seven lifelines.

4.3.11 Hurricane, Tropical Storm, and Nor'easter

Tropical cyclones which impact Pennsylvania develop within the tropical or sub-tropical waters of the Atlantic Ocean, Caribbean Sea, or Gulf of Mexico. Those storms with maximum sustained wind speeds below 39 miles per hour are classified as tropical depressions. Cyclones with speeds between 39 and 74 miles per hour are classed as tropical storms. When sustained wind speeds reach 75 miles per hour, these storms are classified as hurricanes. Hurricanes are further classified using the Saffir-Simpson Scale, which is based on wind speeds (See **Figure 4.3.11.1**). It is not uncommon for high winds, flooding, and tornadoes to develop in conjunction with tropical weather systems.

Saffir-Simpson Hurricane Scale		
Category	Wind Speed (mph)	Storm Surge (ft)
5	≥ 156	More than 18
4	131-155	13-18
3	111-130	9-12
2	96-110	6-8
1	74-95	4-5
Additional Classifications		
Tropical Storm	39-73	0-3
Tropical Depression	0-38	0

Figure 4.3.11.1: Saffir-Simpson Hurricane Scale

Nor'easters are extra-tropical storms which typically develop from low pressure systems in the Atlantic Ocean north of North Carolina. They are especially prevalent during the Winter months. "Extra-tropical storms" is a term used to describe storms that have lost their tropical characteristics. For example, Hurricane Sandy was considered an extra-tropical storm when it reached Franklin County in 2012. While the extra-tropical designation indicates a change in the weather pattern, the storm is still capable of gathering energy and producing hurricane force winds, thunderstorms, hail, and tornadoes.

4.3.11.1 Location and Extent

While Franklin County is located approximately 170 statutory miles from the Atlantic Coast, tropical storms can track inland causing heavy rainfall and strong winds. These storms are regional events that can impact very large areas, hundreds to thousands of miles across, over the life of the storm. Therefore, all communities within Franklin County are equally subject to the impacts of hurricanes, tropical storms, and Nor'easters that track through or near the county. Areas in Franklin County that are subject to flooding, wind, and winter storm damage are particularly vulnerable.

4.3.11.2 Range of Magnitude

Intense precipitation and wind resulting in flood (see **Section 4.3.9**) and wind damage (see **Section 4.3.22**) are the most common impacts associated with coastal storm systems in Pennsylvania. Nor'easters develop as extra-tropical cyclonic weather systems over the Atlantic Ocean and are capable of producing winds equivalent to hurricane or tropical storm force; precipitation from these storms may also come in the form of heavy snow or ice (see **Section 4.3.24**).

A correlation between the wind speed of these storms and the expected damage they can cause is illustrated in **Figure 4.3.11.2.1** below.

Category	Wind Speed (mph)	Description of Damages
1	74-95	MINIMAL: Damage is limited primarily to shrubbery and trees, unanchored mobile homes and signs. No significant structural damage.
2	96-110	MODERATE: Some trees toppled, some roof coverings are damaged and major damage occurs to mobile homes. Some roofing material, door and window damage.
3	111-130	EXTENSIVE: Some structural damage to small residences and utility buildings with minor amount of curtain wall failures. Mobile homes are destroyed. Large trees toppled. Terrain may be flooded well inland.
4	131-155	EXTREME: Extensive damage to roofs, windows and doors, roof systems on small buildings completely fail. More extensive curtain wall failures. Terrain may be flooded well inland.
5	≥ 156	CATASTROPHIC: Complete failure on many residences and industrial buildings. Some complete building failures with small utility buildings blown over or away. Massive evacuation of residential areas may be required.

Figure 4.3.11.2.1: Saffir-Simpson Scale and Associated Damages

4.3.11.3 Past Occurrence

The National Hurricane Center maintains records of all coastal storms occurring in the United States since the 1850s. **Table 4.3.11.3.1** lists all the storms that passed through or directly impacted Franklin County.

Event	Date	Outcome	US Damages
Hurricane Sandy	October 2012	Presidential Emergency Declaration	$65,000,000,000
Tropical Storm Lee	September 2011	Presidential Emergency Declaration	$1,600,000,000
Hurricane Irene	August 2011	Gubernatorial Proclamation of Emergency	$13,500,000,000
Tropical Depression Ernesto	September 2006	Gubernatorial Proclamation of Emergency	$500,000,000
Hurricane Ivan	September 2004	Presidential Disaster Declaration	$20,500,000,000
Tropical Storm Isabel	September 2003	No Declaration covering Franklin County	$5,500,000,000
Tropical Storm Agnes	June 1972	Presidential Disaster Declaration	$2,100,000,000

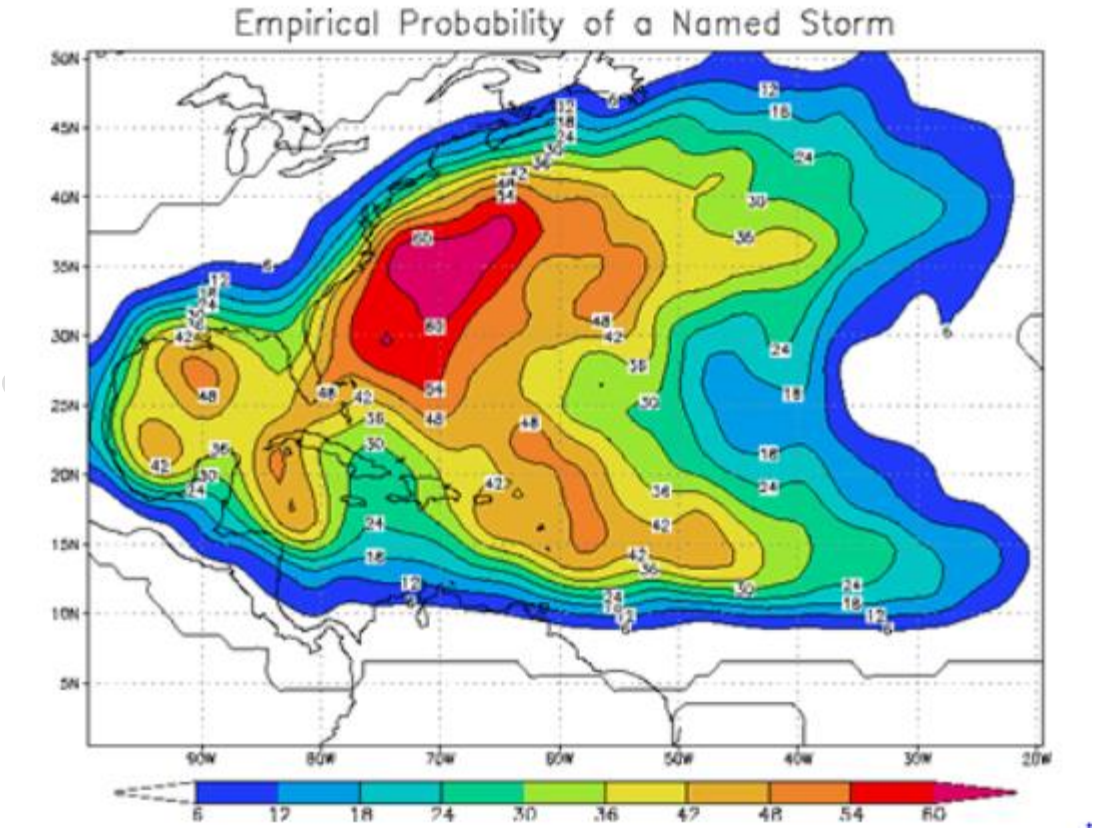
Table 4.3.11.3.1: Tropical Systems that Impacted Franklin County (1972-2022) [64, 65, 66, 67, 68]

[64] National Hurricane Center, 2023
[65] National Hurricane Center, 2006
[66] New York Daily News

4.3.11.4 Future Occurrence

At the national level, the FEMA National Risk Index Map calculates a community's relative risk for a Hurricane using an equation that combines scores for Expected Annual Loss due to natural hazards, Social Vulnerability and Community Resilience. According to FEMA, Franklin County's Expected Annual Losses for a Hurricane is classified as Relatively Low, the Social Vulnerability is Relatively Low and the Community Resilience is Relatively High, resulting in an overall Risk Index of Relatively Low as compared to other communities in the United States.

Although hurricanes and tropical storms can cause flood events consistent with 1% and 2%-annual chance frequency, their probability of occurrence is measured relative to wind speed. NOAA Hurricane Research Division published the map in **Figure 4.3.11.4.1** showing the probability of a named storm striking Pennsylvania. This figure does not provide information on the intensity of the storm, but does indicate that Pennsylvania, including Franklin County, has between a 6-12 % chance of being hit by a named storm between June and November of any given year. This translates as a probability of occurrence of ***possible***, as defined by the Risk Factor Methodology probability criteria (see **Section 4.4**).



[67] Masters, Jeff, 2011

[68] Insurance Information Institute

Figure 4.3.11.4.1: Probability of Named Storm Hitting the Continental United States[69]

4.3.11.5 Vulnerability Assessment

Based on all the information available, every community in Franklin County is equally vulnerable to the direct impacts of a Hurricane, Tropical Storm, or Nor'easter. These storms are not frequent events for Franklin County, but the possible damages to life and property from one of these events raises the risk factors significantly for our communities.

Figure 4.3.11.5.1 below lists the vulnerability self-assessments of each of the Franklin County municipalities for the Hurricane/Tropical Storm/Nor'easter hazard. One can see that 15 of 22 municipalities rated this threat as either a Major or Moderate event. This is a Major threat ranked number 4 overall for Franklin County and will garner significant attention during the Mitigation Strategy in **Section 6.**

Hurricane/Tropical Storm/Nor'easter Hazard Threat Risk Assessment											Risk Factor Scale	
											Catastrophic	3.0 - 4.0
											Major	2.5 - 2.9
											Moderate	2.0 - 2.4
											Minor	1.5 - 1.9
											Insignificant	1.0 - 1.4
Municipality	Probability (1-4)	Wt	Impact (1-4)	Wt	Spatial (1-4)	Wt	Warning Time (1-4)	Wt	Duration (1-4)	Wt	Risk Factor (RF)	% of County Population	Contribution to County RF
Antrim Township	1	30%	1	30%	4	20%	4	10%	4	10%	2.2	10.12%	0.2226
Chambersburg Borough	2	30%	2	30%	3	20%	3	10%	4	10%	2.5	14.05%	0.3513
Fannett Township	1	30%	1	30%	1	20%	1	10%	4	10%	1.3	1.59%	0.0207
Greencastle Borough	3	30%	3	30%	3	20%	1	10%	4	10%	2.9	2.73%	0.0792
Greene Township	2	30%	1	30%	4	20%	4	10%	4	10%	2.5	11.82%	0.2955
Guilford Township	2	30%	2	30%	4	20%	4	10%	4	10%	2.8	9.38%	0.2626
Hamilton Township	2	30%	1	30%	4	20%	2	10%	4	10%	2.3	7.29%	0.1677
Letterkenny Township	2	30%	2	30%	4	20%	1	10%	4	10%	2.5	1.58%	0.0395
Lurgan Township	1	30%	1	30%	1	20%	1	10%	4	10%	1.3	1.42%	0.0185
Mercersburg Borough	2	30%	1	30%	4	20%	1	10%	4	10%	2.2	0.97%	0.0213
Metal Township	1	30%	1	30%	1	20%	1	10%	4	10%	1.3	1.13%	0.0147
Mont Alto Borough	1	30%	1	30%	1	20%	3	10%	4	10%	1.5	1.01%	0.0152
Montgomery Township	3	30%	2	30%	4	20%	1	10%	4	10%	2.8	3.68%	0.1030
Orrstown Borough	1	30%	1	30%	1	20%	1	10%	4	10%	1.3	0.14%	0.0018
Peters Township	2	30%	1	30%	1	20%	4	10%	4	10%	1.9	2.86%	0.0543
Quincy Township	2	30%	2	30%	2	20%	1	10%	4	10%	2.1	3.41%	0.0716
Shippensburg Borough	2	30%	1	30%	4	20%	1	10%	4	10%	2.2	0.75%	0.0165
Southampton Township	1	30%	1	30%	3	20%	1	10%	4	10%	1.7	5.49%	0.0933
St Thomas Township	3	30%	2	30%	2	20%	1	10%	4	10%	2.4	3.79%	0.0910
Warren Township	2	30%	2	30%	2	20%	2	10%	4	10%	2.2	0.21%	0.0046
Washington Township	3	30%	2	30%	2	20%	1	10%	4	10%	2.4	9.55%	0.2292
Waynesboro Borough	1	30%	2	30%	4	20%	1	10%	4	10%	2.2	7.02%	0.1544
Municipal Weighted Average Risk Factor (RF)													2.329

Figure 4.3.11.5.1: Municipal Hurricane/Tropical Storm/Nor'easter Threat Vulnerability Self-Assessment

[69] NOAA/Hurricane Research Division

A vulnerability assessment for hurricane and tropical storm focuses on the impacts of flooding and severe wind. Therefore, the specific impacts of flood related events are addressed in **Section 4.3.11**, and impacts to wind damage are addressed in **Section 4.3.22**. The county is also vulnerable to severe winter weather impacts caused by Nor'easters which are detailed in **Section 4.3.27**.

4.3.11.6 Community Lifeline Integration

Potential impacts to the Community Lifelines for a hurricane/tropical storm/nor'easter event are shown below. There is potential for significant impact to one of the lifelines (Energy), and possible impacts to all of the remaining six lifelines.

4.3.12 Invasive Species

The National Resources Conservation Service (NRCS) defines invasive species to be those that are non-native to an area and tend to spread to a degree that causes harm to the environment, local species, or human interests. These problem species have popped up in Pennsylvania over the years, primarily through travel and commerce that displaces them from their native ecosystem. If enough individuals of a species are present to form a breeding population, they can become an invasive species. This has come about from people using exotic plants as decorations, releasing hazardous pets to the wild when they can no longer care for them, and pests that hitch rides in imported foods. Once a new species is introduced, it can become very difficult to get rid of, or even to control. Local plants and animals get choked out by foreign competitors, forests get eaten away by pests, and croplands and pastures become less productive. We must control these species and the effects they cause, and prevent future invasive threats from occurring if we wish to preserve Pennsylvania's local beauty, wildlife, and productivity[70].

Invasive species threats are generally divided into two main subsets:

- **Aquatic Invasive Species** are nonnative viruses, invertebrates, fish, and aquatic plants that threaten the diversity or abundance of native species, the ecological stability of the infested waters, human health and safety, or commercial, agriculture, aquaculture, or recreational activities dependent on such waters**.**

[70] USDA/NRCS

- **Terrestrial Invasive Species** are nonnative arthropods, vascular plants, higher vertebrates, or pathogens that complete their lifecycle on land instead of in an aquatic environment and whose introduction does or is likely to cause economic or environmental harm or harm to human health.

Most new introductions of invasive species occur because of human activity. There are a few key pathways to introduction into Pennsylvania:

- Contamination of internationally traded products
- Hull fouling
- Ship ballast water release
- Discarded live fish bait
- Intentional release
- Escape from cultivation
- Movement of soil, compost, wood, vehicles, or other materials and equipment
- Unregulated sale of organisms
- Smuggling activities
- Hobby trading or specimen trading

4.3.12.1 Location and Extent

Invasive Animals and Insects:

Spotted Lanternfly:

The Spotted Lanternfly is an inch-long black, red-and-white-spotted insect native to southeastern Asia (see **Figure 4.3.12.1.1** below). An invasive species in South Korea, it has attacked 25 plant species there that also grow in Pennsylvania.

According to Pennsylvania Secretary of Agriculture, this invasive insect threatens to destroy $18 billion worth of agricultural commodities like apples, grapes, and hardwoods inflicting a devastating impact on the livelihoods of producers and businesses.

The Pennsylvania Department of Agriculture states the quarantine is now in effect for 45 of 67 counties in Pennsylvania, including Franklin County and surrounding counties (see **Figure 4.3.12.1.2** below for quarantine areas with confirmed presence). Anyone who finds the insects or egg masses outside quarantined areas should report sightings to 1-888-422-3359 or at: extension.psu.edu/have-you-seen-a-spotted-lanternfly. You may also call the Invasive Species Report Line at 1-866-253-7189. Please provide details, including the location of the sighting, and your contact information. To help control and prevent the spread of the Spotted Lanternfly, residents can: 1) physically destroy the insects or their egg masses at any life stage; 2) remove Tree of Heaven host trees; or 3) via pesticide applications. For more information about the Spotted Lanternfly, including photos and quarantine details, visit the PA Department of Agriculture.

Figure 4.3.12.1.1: Adult Spotted Lanternfly

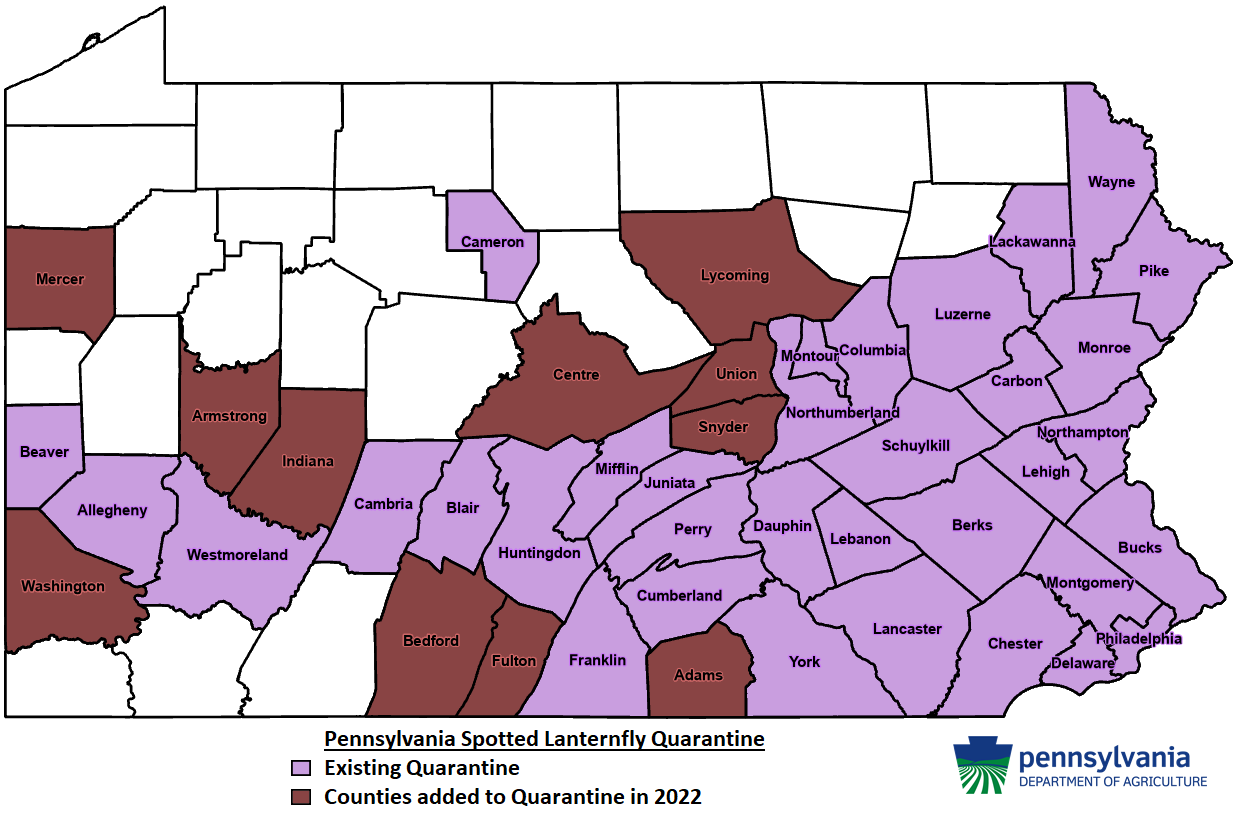


Figure 4.3.12.1.2: Areas in PA under quarantine for Spotted Lanternfly (2022)

Emerald Ash Borer:

Currently on the USDA's National Invasive Species interest list is the Emerald Ash Borer (Agrilus Planipennis Fairmaire). This invasive species is a half-inch long metallic green beetle originally from Asia that can be found in nearly every county of the commonwealth (see **Figure 4.3.12.1.3**). It was first identified in North America during 2002 and in western Pennsylvania during 2007. This insect was confirmed in Franklin County in 2010. The larval stage of this

beetle is harmful, feeding exclusively on ash trees under the bark and killing them within 3 to 5 years after infestation.

Signs and symptoms of an emerald ash borer (EAB) infestation include:

- Upper crown dieback
- Epicormic branching
- Bark splits
- Bark flaking
- Tissue damage resulting from woodpecker predation
- D-shaped adult beetle exit holes in the bark
- S-shaped larval feeding galleries just below the bark

All native North American ash species, ash cultivars, and the white fringe tree are susceptible to emerald ash borer. Emerald ash borer is a serious threat to the 323 million ash trees in the forests of Pennsylvania, including:

- Pumpkin ash – an endangered species.
- Ash seed orchards managed by DCNR's Bureau of Forestry.
- White ash, green ash, black ash, blue ash, and the white fringe tree (a species in the same taxonomic family as ash).

Without active management, it is predicted that EAB will severely decimate populations of ash trees in the state. Since 2013, there has been a 20% decline in ash tree species in the state. If the Emerald Ash Borer spreads to the Commonwealth's 323 million ash trees, with the high mortality rate associated with the ash borer, Pennsylvania's hardwood forests would be devastated. This would have a serious impact on Pennsylvania's logging activities and its many state parks and game lands. The economic impact could be serious, stretching from logging to tourism to other production activities dependent on Pennsylvania lumber. A 2018 Department of Agriculture report estimated that more than 65,000 Pennsylvanians have been employed in forest product industries, and Pennsylvania is the nation's leading producer of hardwood lumber. The economic impact of this industry is estimated at $25 billion, a significant potential loss should a hardwood-living invasive species take root in Pennsylvania[71].

Figure 4.3.12.1.3: Emerald Ash Borer

[71] PA Hardwoods Development Council, 2020

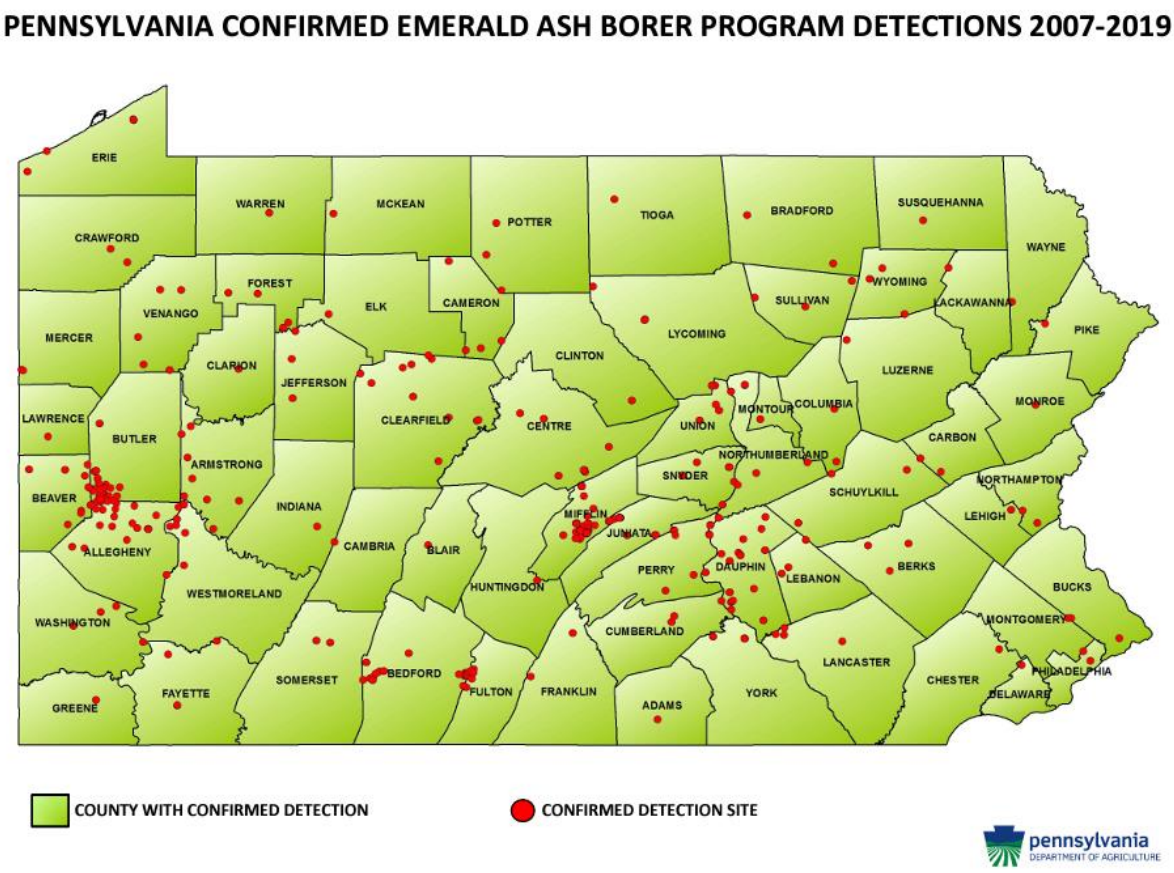


Figure 4.3.12.1.4: PA Emerald Ash Borer Proliferation

Reptiles:

According to the Governor's Invasive Species Council of Pennsylvania (PISC), there are no known invasive amphibian species and only two invasive reptiles. The red-eared slider (Trachemys scripta elegans) (**Figure 4.3.12.1.5**) and the yellow-bellied slider (Trachemys scripta scripta) (Figure **4.3.12.1.6**) turtles have established breeding populations in the commonwealth, particularly in the southeastern and southcentral counties. Both of these invasive turtle species are aggressive competitors for food, basking sites, and breeding habitat and represent significant threats to many native Pennsylvania turtle species including the red-bellied turtle (Pseudemys rubriventris) that is state listed as threatened. The rapid spread of both slider species is attributed to the intentional release of captive turtles that were kept as pets.

Figure 4.3.12.1.5: Red-eared Slider Turtle

Figure 4.3.12.1.6: Yellow-bellied Slider Turtle

Invasive Pathogens:

There are a number of reportable diseases documented in Pennsylvania either currently or in the recent past that pose significant environmental and economic threats and may be detrimental to public health and safety. At a minimum, more than 189 reportable or notifiable diseases in Pennsylvania are non-native and also highly invasive by their very nature. **Table 4.3.12.1.1** below contains examples of Animal and Human Pathogens with invasive characteristics that are of concern in the World, the Nation, or in the Commonwealth.

Viruses	Bacterial Diseases	Prions
Avian Influenza	Botulism	Chronic Wasting Disease
Smallpox	Plague	Bovine Spongiform Encephalopathy
West Nile Virus	Samonellosis	
Foot and Mouth Disease	Brucellosis	
	Anthrax	
	Glanders	
	Q Fever	

Table 4.3.12.1.1: Invasive Pathogens

West Nile Virus**:**

West Nile fever is a case of mild disease in people, characterized by flu-like symptoms. West Nile fever typically lasts only a few days and does not appear to cause any long-term health effects. More severe disease due to a person being infected with this virus can be "West Nile encephalitis," West Nile meningitis or West Nile meningoencephalitis. Encephalitis refers to an inflammation of the brain, meningitis is an inflammation of the membrane around the brain and the spinal cord, and meningoencephalitis refers to inflammation of the brain and the membrane surrounding it.

The principle route of human infection with West Nile virus is through the bite of an infected mosquito. Additional routes of infection have become apparent during the 2002 West Nile epidemic. It is important to note that these other methods of transmission represent a very small proportion of cases. Other methods of transmission include blood transfusion, organ transplantation, mother-to-child (ingestion of breast milk and transplacental), and occupational.

In 2000, West Nile virus appeared for the first time in Pennsylvania in birds, mosquitoes and a horse. To combat the spread of West Nile virus, which is transmitted by mosquitoes, Pennsylvania has developed a comprehensive network. This network, which covers 40 counties, includes trapping mosquitoes; collecting dead birds; and monitoring horses, people, and in past years sentinel chickens.

There are about 60 different species of mosquitoes in Pennsylvania. While most do not transmit West Nile virus, several mosquito species have been found to transmit the virus.

Mosquitoes lay their eggs in stagnant water around the home. Weeds, tall grass, shrubbery and discarded tires also provide an outdoor home for adult mosquitoes. By eliminating places for mosquitoes to breed, we can go a long way to prevent West Nile virus.

Mosquitoes breed in standing water. Even a small bucket that has stagnant water in it for seven days can become home to up to 1,000 mosquitoes. Here are some easy tips to eliminate standing water:

- Dispose of tin cans, plastic containers, ceramic pots or similar water holding containers that have accumulated on your property. Do not overlook containers that have become overgrown by aquatic vegetation.
- Pay special attention to discarded tires that may have accumulated on your property.
- Drill holes in the bottom of recycling containers that are left out of doors. Drainage holes that are located on the container sides collect enough water for mosquitoes to breed in.
- Clean clogged roof gutters on an annual basis, particularly if the leaves from surrounding trees have a tendency to plug up the drains. Roof gutters are easily overlooked but can produce millions of mosquitoes each season.
- Turn over plastic wading pools when not in use. A wading pool becomes a mosquito producer if it is not used on a regular basis.

- Turn over wheelbarrows and do not allow water to stagnate in birdbaths. Both provide breeding habitat for domestic mosquitoes.
- Aerate ornamental pools or stock them with fish. Water gardens are fashionable but become major mosquito producers if they are allowed to stagnate. Clean and chlorinate swimming pools that are not being used. A swimming pool that is left untended by a family that goes on vacation for a month can produce enough mosquitoes to result in neighborhood-wide complaints. Be aware that mosquitoes may even breed in the water that collects on swimming pool covers.

It is not necessary to limit any outdoor activities, unless local officials advise you otherwise. However, you can and should try to reduce your risk of being bitten by mosquitoes. In addition to reducing stagnant water in your yard, make sure all windows and doors have screens, and that all screens are in good repair. If West Nile Virus is found in your area:

- Take normal steps to prevent insect bites.
- Wear shoes, socks, long pants and a long-sleeved shirt when outdoors for long periods of time, or when mosquitoes are most active.
- Consider the use of mosquito repellent, according to directions, when it is necessary to be outdoors. Wash all treated skin and clothing when returning indoors.

West Nile Virus continues to be a threat that is monitored heavily in Franklin County (see **Figure 4.3.12.1.7** below). According to Pennsylvania's West Nile Control Program, there were a reported 86 positive samples collected in 2022. There was also one confirmed human case of West Nile Virus in 2022 in Franklin County.

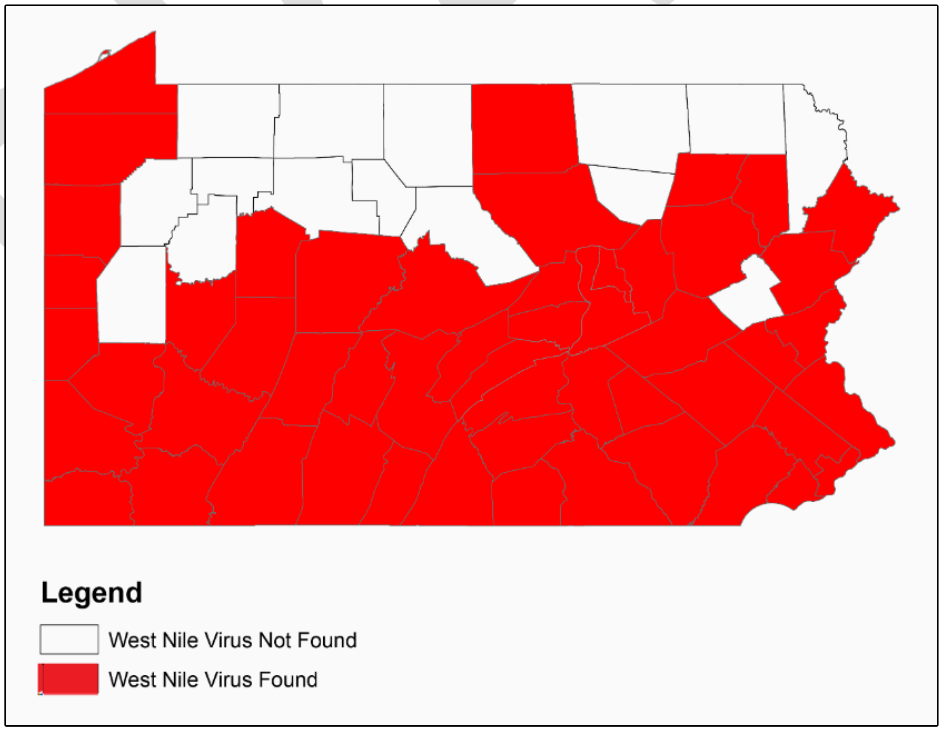


Figure 4.3.12.1.7: Proliferation of West Nile Virus in PA (2022)

Chronic Wasting Disease**:**

Chronic wasting disease (CWD) affects the brain and nervous system of infected cervids (deer, elk, and moose), eventually resulting in death (see **Figure 4.3.12.1.8** below).

Figure 4.3.12.1.8: Symptoms of Chronic Wasting Disease

Following the detection of CWD in both captive and free-ranging deer in Pennsylvania, an executive order was issued by the Game Commission to establish Disease Management Areas (DMAs). Within DMAs, rehabilitation of cervids (deer, elk, and moose); the use or possession of cervid urine-based attractants in an outdoor setting; the removal of high-risk cervid parts; and the feeding of wild free-ranging cervids are prohibited. Increased testing continues in these areas to determine the distribution of the disease. Newly confirmed cases alter the boundaries of DMAs as the Game Commission continues to manage the disease and minimize its effect on free ranging cervids[72].

In Pennsylvania, CWD has been detected in these DMAs: DMA 1 on a captive deer farm in Adams County during 2012 (DMA 1 has since been eliminated); DMA 2 in multiple free-ranging deer in Bedford, Blair, Cambria, and Fulton counties since 2012, and captive deer farms in Bedford, Franklin, and Fulton counties during 2017; and DMA 3 in two captive deer farms in Jefferson County during 2014 and a free-ranging deer in Clearfield County during 2017. In addition, CWD has been detected in wild or captive deer and/or elk in many other states and provinces. Since then, the number of deer testing positive for CWD has risen and the area in which it is found has been expanded to include 7 DMA's as of 2022 (see **Figure 4.3.12.1.9** below).

[72] Pennsylvania Game Commission

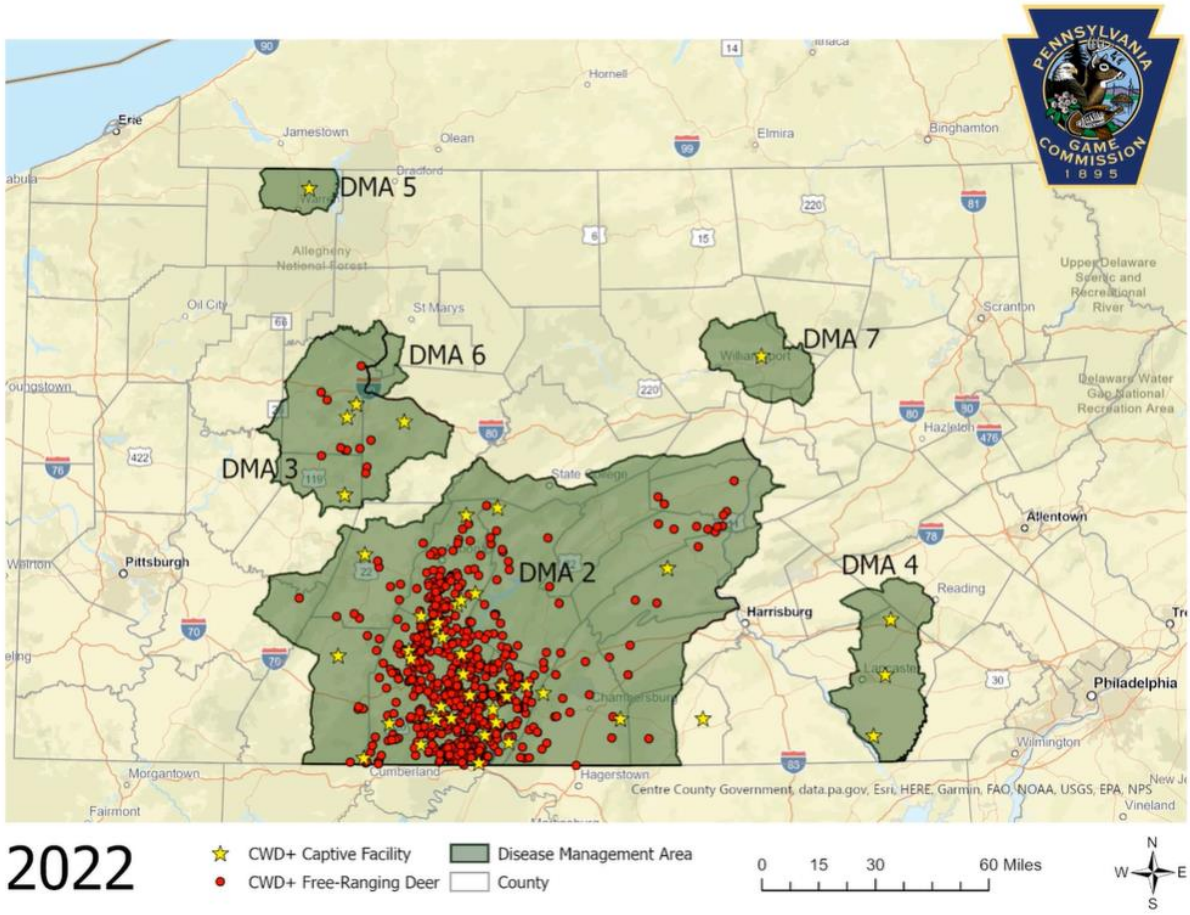


Figure 4.3.12.1.9: Symptoms of Chronic Wasting Disease

Franklin County is located in Disease Management Area (DMA) 2. It is unlawful to remove any carcass suspected of CWD out of the DMA unless it is being taken to an approved processing location. As of the fall 2017, those locations are listed for Franklin County in **Table 4.3.12.1.2** below:

County	Approved Processing Centers
Franklin	Little C's Custom Butchering, 18303 Dry Run Rd, Spring Run, PA 17262, 717-349-7500
Franklin	Michael Diller, 12497 Gearhart Rd, Greencastle, PA 17225, 301-800-4690
Franklin	Mountain Man Custom Butchering, 10125 Mountain Rd., Orrstown, PA 17244, 717-532-7295
Franklin	Stitely's Meat & Deer Processing, 3647 Haulman Rd., Chambersburg, PA, 717-264-3341

Table 4.3.12.1.2: Approved Processing Centers in Franklin County (DMA 2)

A list of DMA 2 high-risk parts dumpsters and deer head collection bins for FREE testing are listed in **Table 4.2.12.1.3** below:

Type	County	Location
Head Collection Only	Franklin	Chambersburg Waste Water Plant, 725 Hollywell Ave., Chambersburg, PA 17201
Dumpster & Head Collection	Franklin	State Game Lands 124, 3703 Little Cove Rd., Mercersburg, PA 17236

Table 4.3.12.1.3: Drop Locations for CWD Testing Franklin County

More information on Chronic Wasting Disease and hunter services in Pennsylvania can be found in the CWD interactive map at: http://bit.ly/PGC-CWDMap

Lyme Disease**:**

According to the PA Lyme Resource Network, Lyme Disease is a bacterial infection transmitted to humans primarily through the bites of infected deer ticks (see **Figure 4.3.12.1.9** below). It is the fastest growing vector-borne infectious disease in the United States according to the Centers for Disease Control and Prevention. The CDC recently raised the number of estimated new cases of Lyme disease each year from 30,000 to 476,000. Some experts say the figure is far higher.

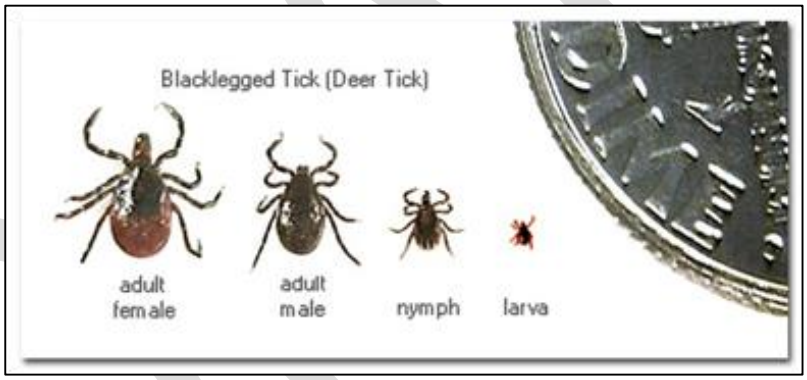


Figure 4.3.12.1.9: Illustration of a Deer Tick

Lyme disease is transmitted mostly by the nymphal deer tick. At this stage, the ticks are the size of a period at the end of a sentence. Many people are not aware when they've been bitten by a tick and may not make a connection when they begin to experience symptoms, which can be weeks, months, or even years after a tick bite. There are published cases of Lyme bacteria entering the human bloodstream within the hour of a bite, and some infections (Powassan Virus) can be transmitted in minutes or hours. This does not happen in every case. The longer the tick is attached, the greater the probability of disease transmission.

Initial symptoms may occur within a day or a week, and often people think they just have a flu or virus. Symptoms include fever, headache, general achiness, swollen glands, fatigue and a possible rash. But some patients may present with only neurological symptoms (headache, sleep disruption, memory or concentration problems). The rash is seen in fewer than half of diagnosed cases. It is typically a bulls eye rash (see **Figure 4.3.12.1.10 below**), but it may also present in

other forms like a round or oval reddish rash. If the bulls-eye rash is seen, it is a definitive diagnosis of Lyme disease and treatment should begin immediately. "Summer flus" are highly unusual – and healthcare practitioners are informed to consider Lyme and Tick-borne diseases when patients experience a "Summer flu-like illness".

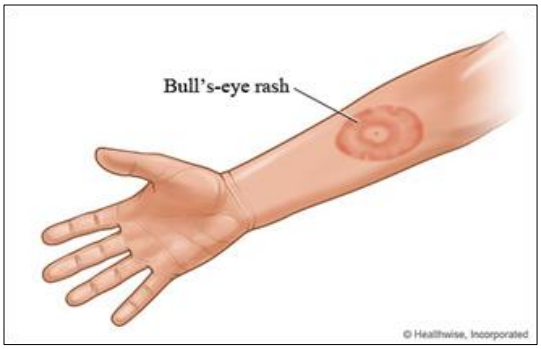


Figure 4.3.12.1.10: Bullseye Rash Symptom of Lyme's Disease

If the initial infection goes undiagnosed and untreated, the infection can progress disseminating throughout the body affecting any organ. In the heart, the bacteria may cause heart block or palpitations. Recent reports of sudden cardiac death due to Lyme carditis highlight the importance of prompt diagnosis and treatment of Lyme disease. When the bacteria affect the digestive system, patients may experience nausea, acid reflux, irritable bowel syndrome, poor digestion or diarrhea. Endocrine disturbances such as hypothyroidism or menstrual irregularities are common. In the brain, Lyme disease may cause learning disabilities, memory impairment, headaches, sleep disturbances, and concentration problems often presenting like attention deficit disorder (ADD). There may also be joint swelling and pain, muscle soreness, twitching and cramps . Some experience light and sound sensitivity. Most patients with Lyme also have fatigue, which can be quite debilitating.

Over the last 5 years PA ranked number 1 for reported cases in the U.S. (see **Figure 4.3.12.1.11** below for Franklin County Lyme Disease susceptibility). The PA Department of Health reports that there were 3,334 confirmed and probable cases of Lyme Disease in 2020, which is a significant decrease from the 8,998 cases reported in 2019. Experts believe the actual number of cases is about least 10 times higher than the number reported. In 2020, the PA Department of Health published a study showing Lyme Disease risk exists in all 67 counties in PA[73]. Franklin County had less than 5 reported cases of Lyme Disease in 2020. **Figure 4.3.12.1.12** shows the incidence of Lyme Disease per county in PA from 2017-2021.

[73] PADOH, 2022

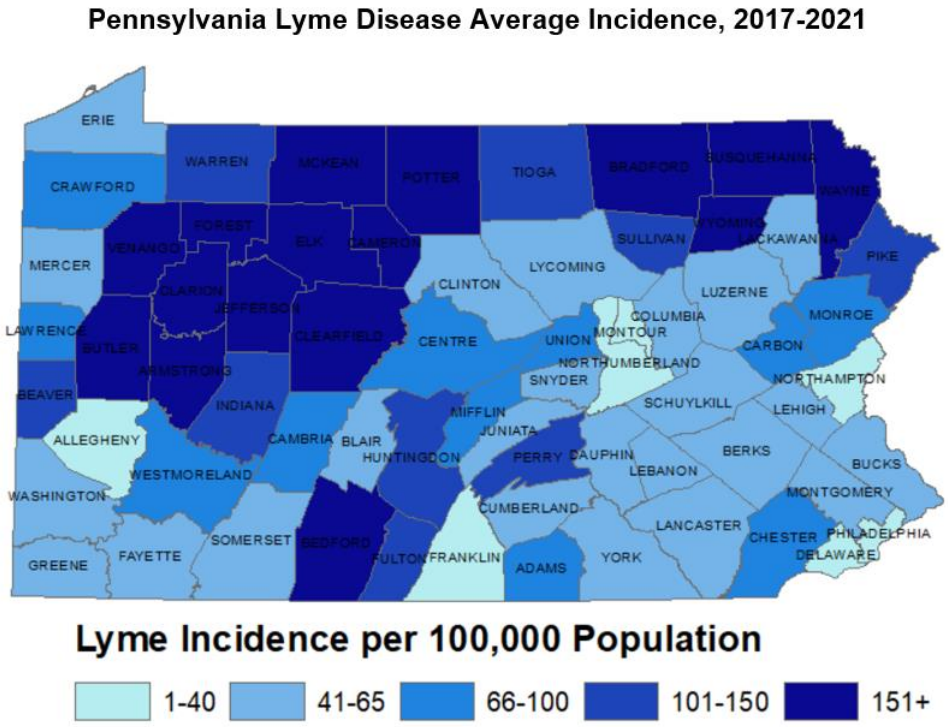


Figure 4.3.12.1.11: Lyme Disease Incidence by County – 2017-2021[74]

[74] PADOH, 2023

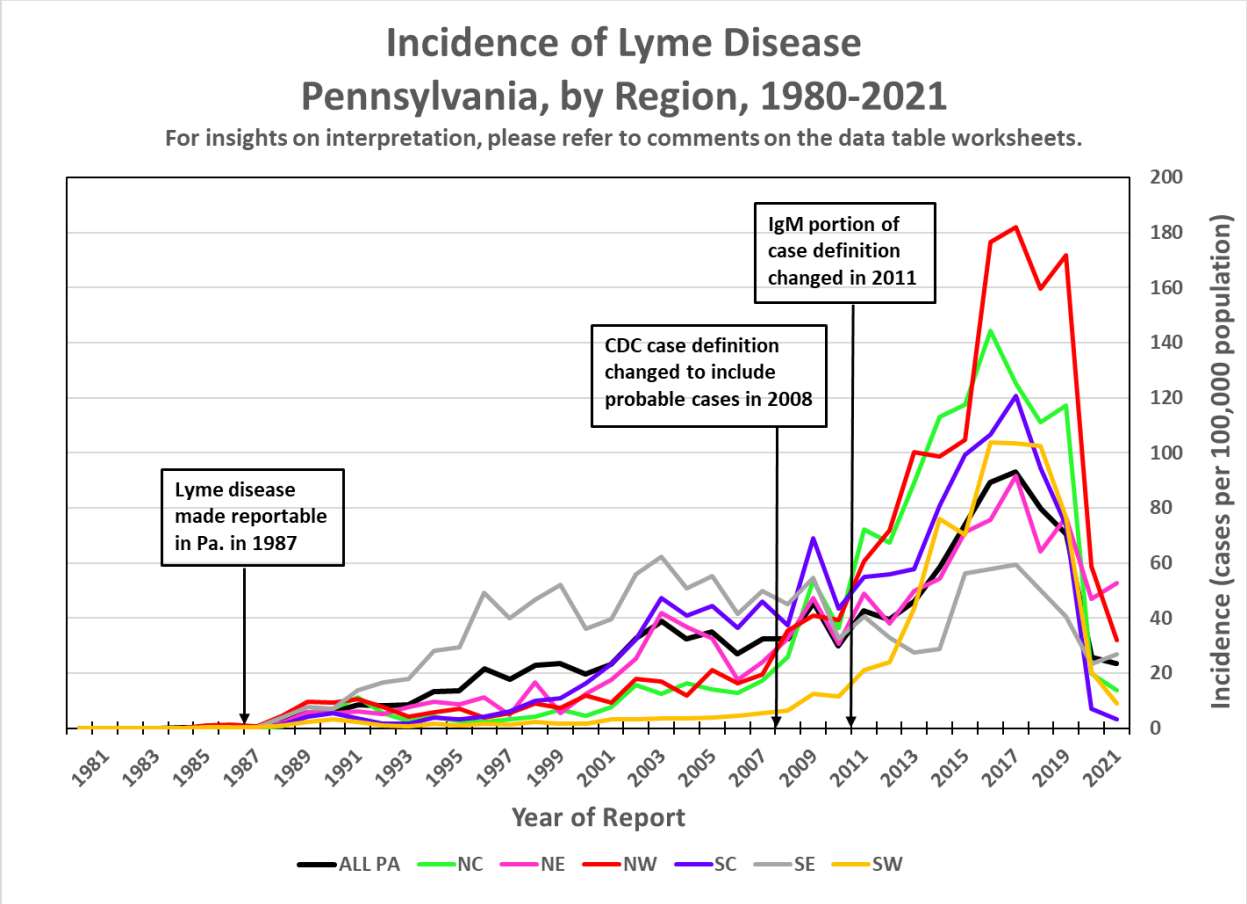


Figure 4.3.12.1.12: Lyme Disease per Region in PA (1980-2021)[75]

Figure 4.3.10.1.13 below is a chart that represents the number of confirmed Lyme Disease cases in Franklin County from 2000 through 2018.

[75] PADOH, 2023

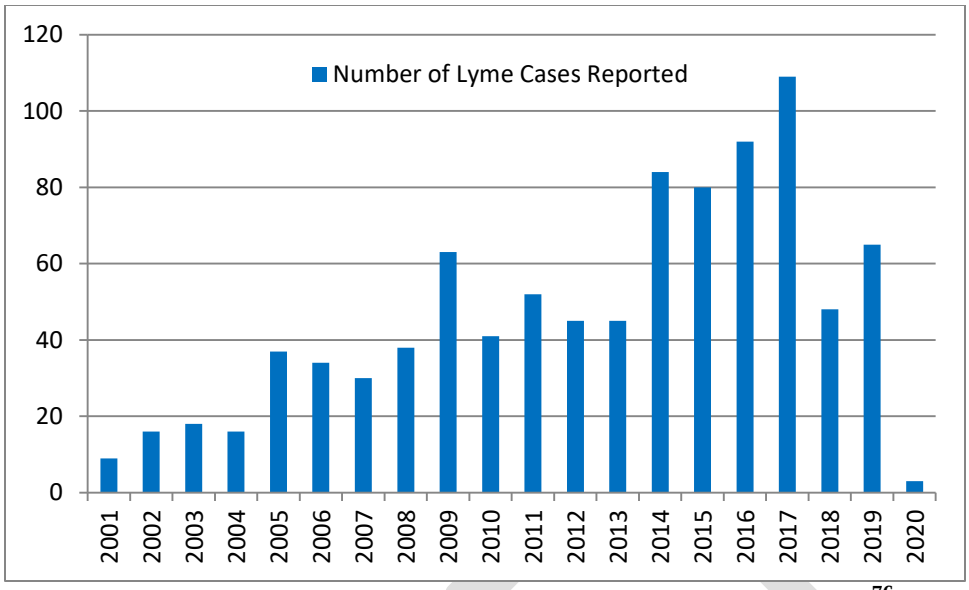


Figure 4.3.12.1.13: Franklin County Lyme Disease Cases (2001-2020)[76]

From 2001 - 2020, there were a total of 925 confirmed cases of Lyme Disease in Franklin County. However, the data from the CDC only represents confirmed cases, the actual quantity of Lyme Disease cases may be far greater. Based on this information, we estimate the real number of cases of Lyme Disease in Franklin County to be closer to **9,250.**

Invasive Plants

Invasive plants can include:

- Trees
- Shrubs
- Vines
- Grasses
- Flowers

A review of the USDA, National Agriculture Library[77] with respect to Franklin County revealed 24 plant species that have been documented as present in the county. These species are illustrated in **Figures 4.3.12.1.14** to **4.3.12.1.37** below.

[76] CDC, 2023
[77] USDA

Common names: Autumn olive, Elaeagnus, Oleaster, Japanese silverberry

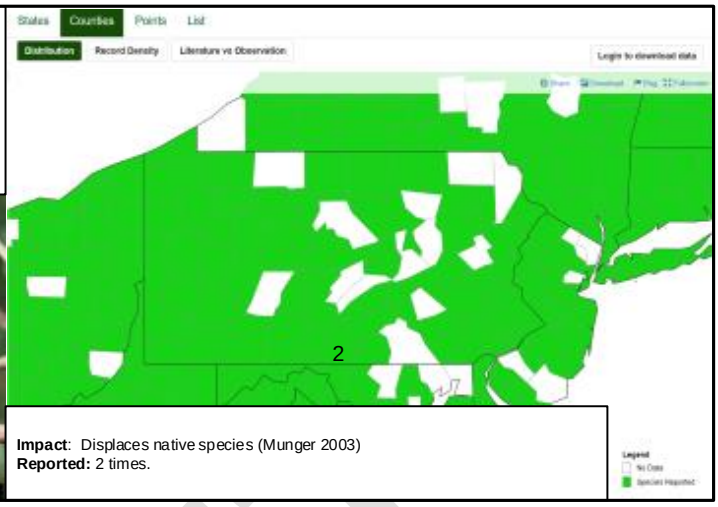


Figure 4.3.12.1.14: Autumn Olive

Common names: Canada thistle, Californian thistle, Canadian thistle, creeping thistle, field thistle, corn thistle, perennial thistle, field thistle

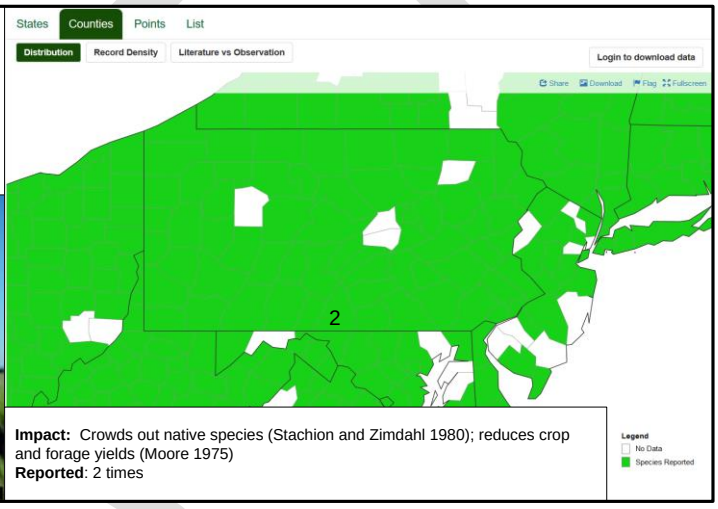


Figure 4.3.12.1.15: Canadian Thistle

Common names: Chinese privet, small-leaf privet, Chinese ligustrum

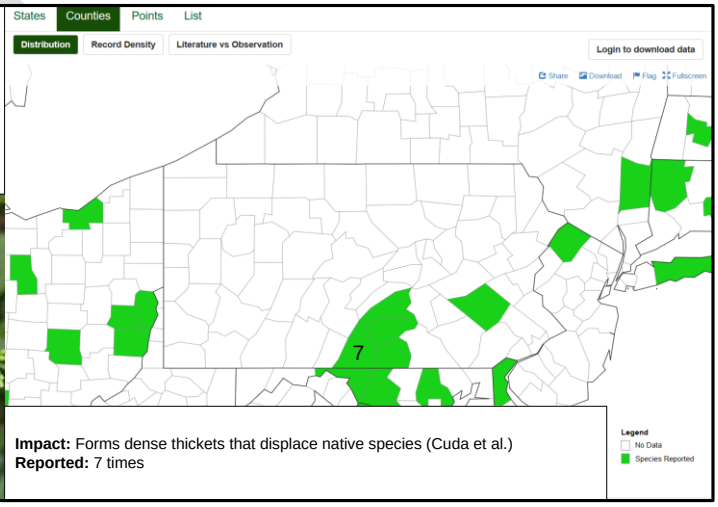


Figure 4.3.12.1.16: Chinese Privet

Common names: Common teasel, wild teasel, Fuller's teasel, venuscup teasel

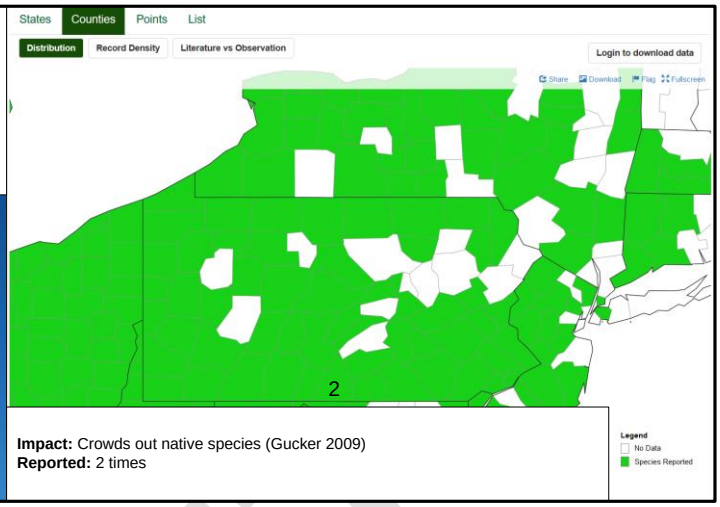


Figure 4.3.12.1.17: Common Teasel

Common names: Downy brome, bronco grass, downy chess, drooping brome, June grass, early chess, military chess, cheatgrass

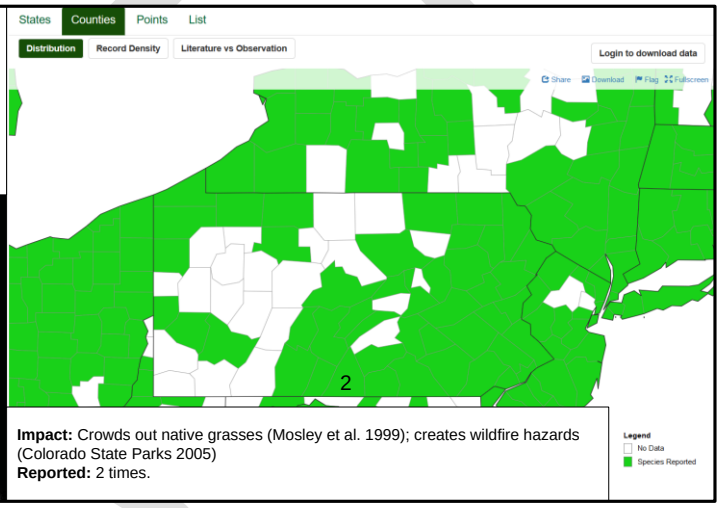


Figure 4.3.12.1.18: Downy Brome

Common names: Fig buttercup, lesser celandine

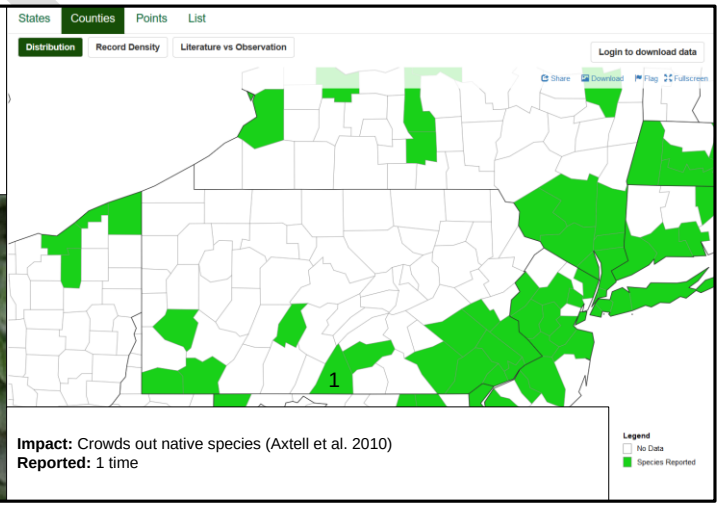


Figure 4.3.12.1.19: Fig Buttercup

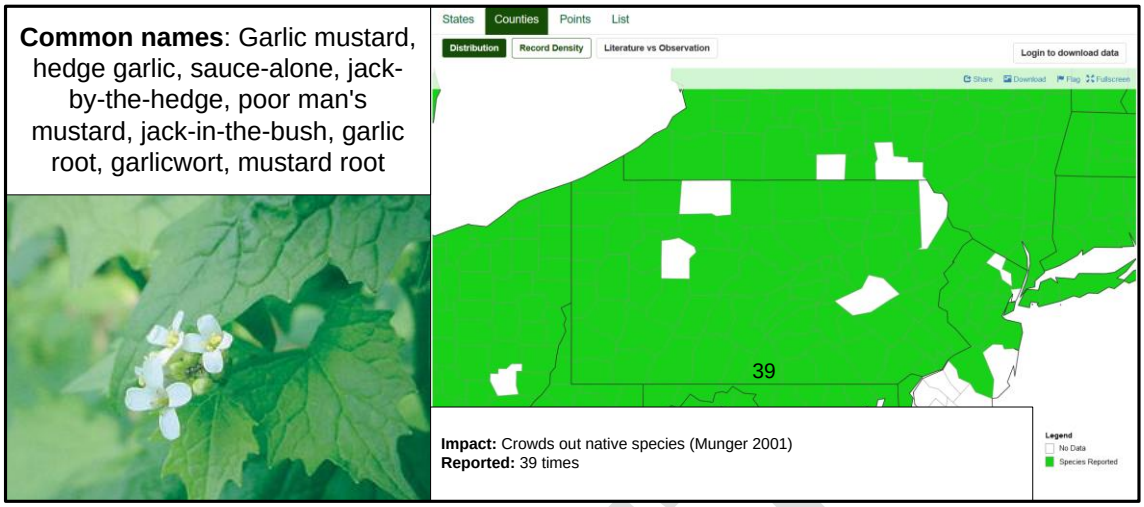


Figure 4.3.12.1.20: Garlic Mustard

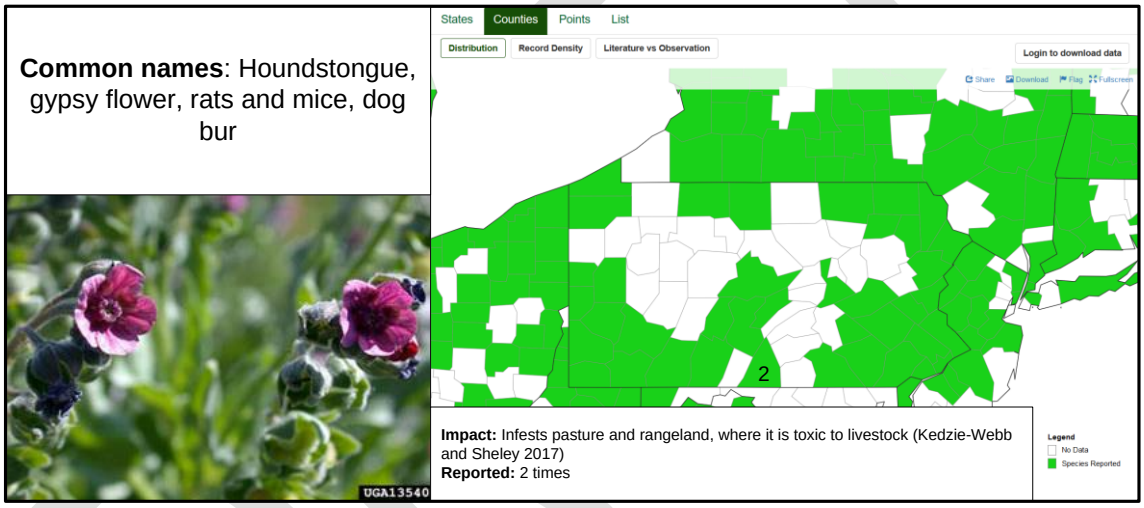


Figure 4.3.12.1.21: Houndstongue

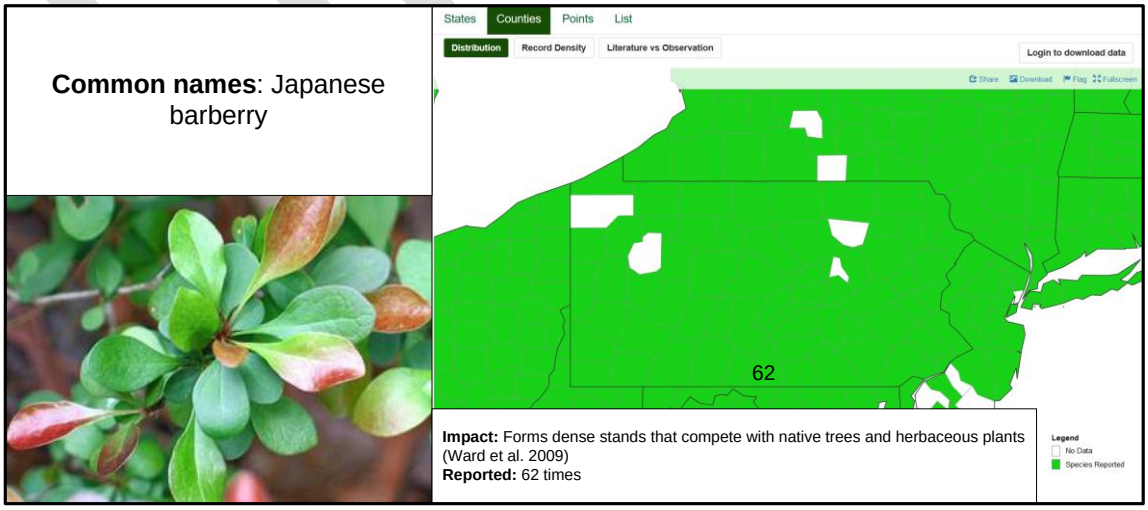


Figure 4.3.12.1.22: Japanese Barberry

Common names: Japanese honeysuckle

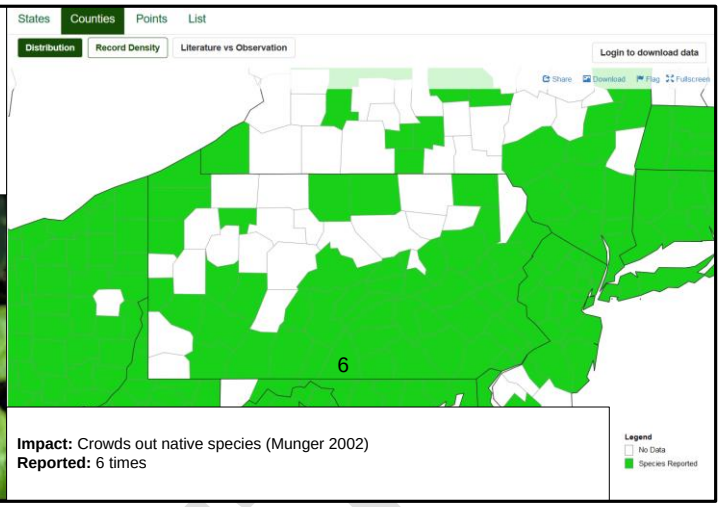


Figure 4.3.12.1.23: Japanese Honeysuckle

Common names: Japanese spiraea, Japanese meadowsweet

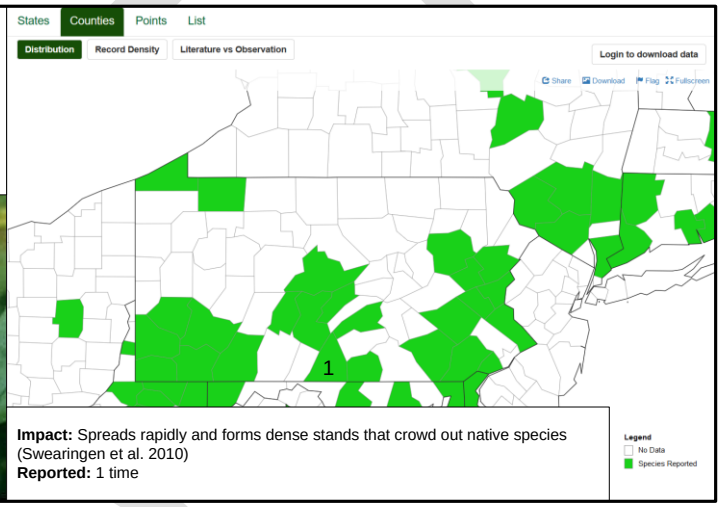


Figure 4.3.12.1.24: Japanese Spiraea

Common names: Japanese stiltgrass, Nepalese browntop, Chinese packing grass, Asian stilt grass, annual jewgrass, bamboograss, Nepal microstegium, eulalia, Mary's grass

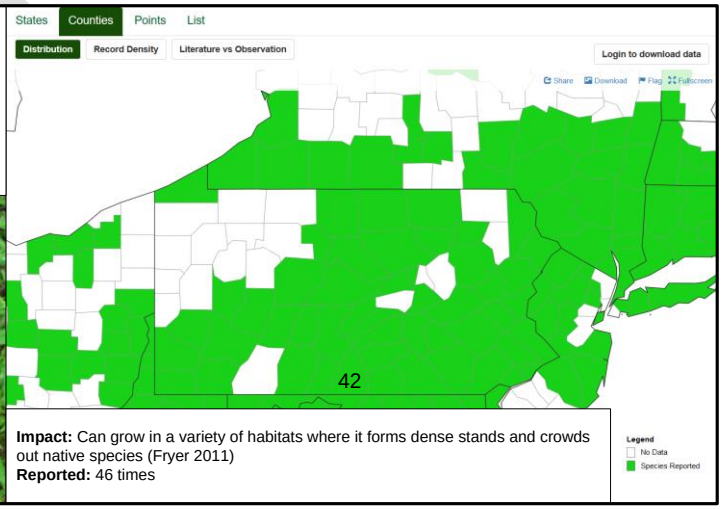


Figure 4.3.12.1.25: Japanese Stiltgrass

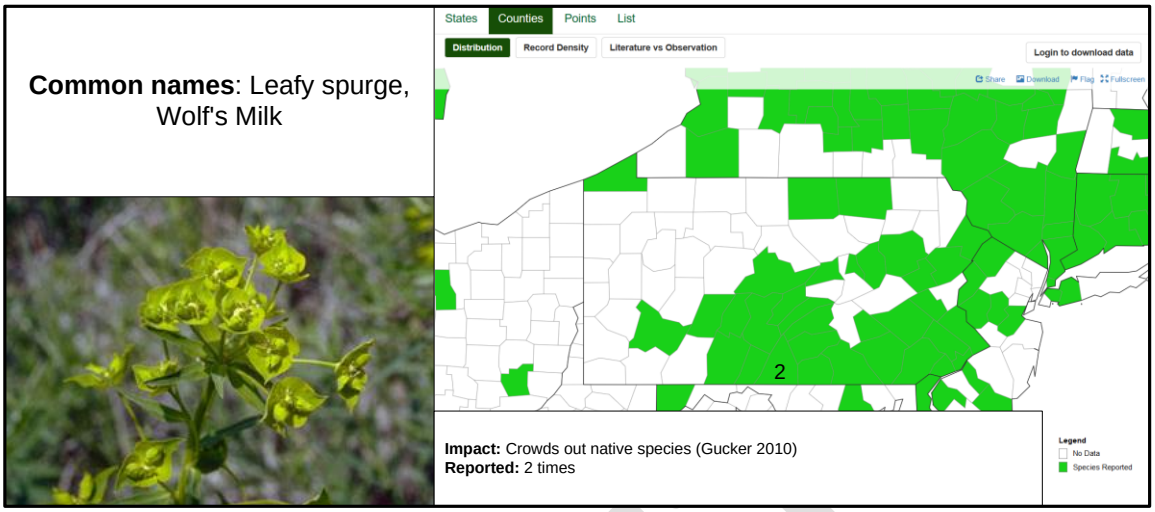


Figure 4.3.12.1.26: Leafy Spurge

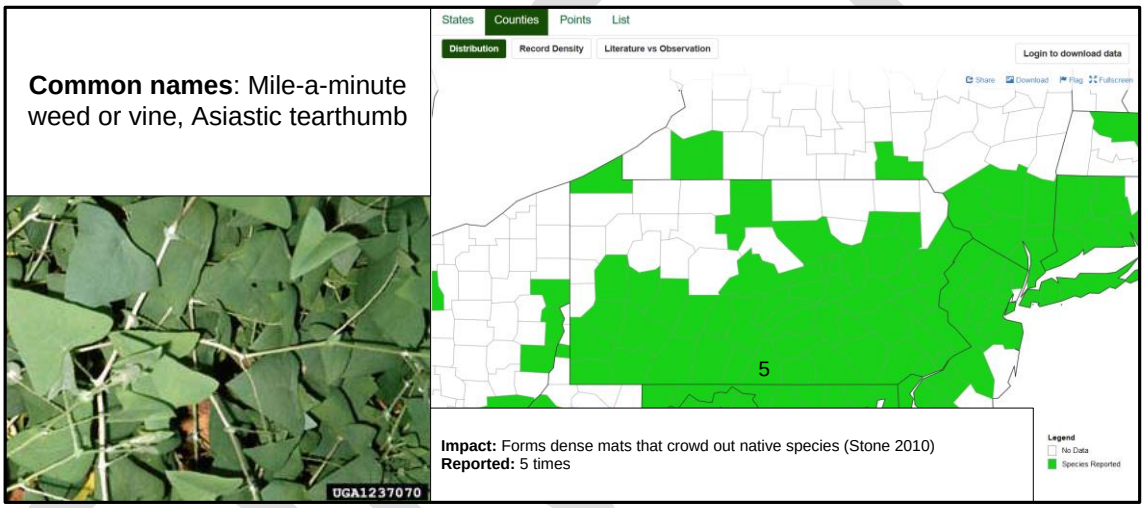


Figure 4.3.12.1.27: Mile-A-Minute Weed

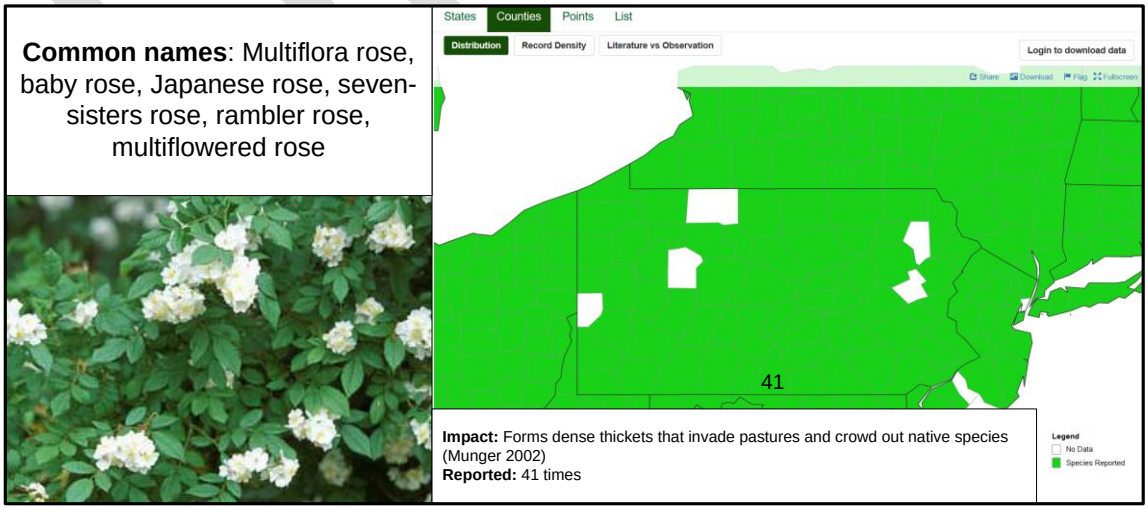
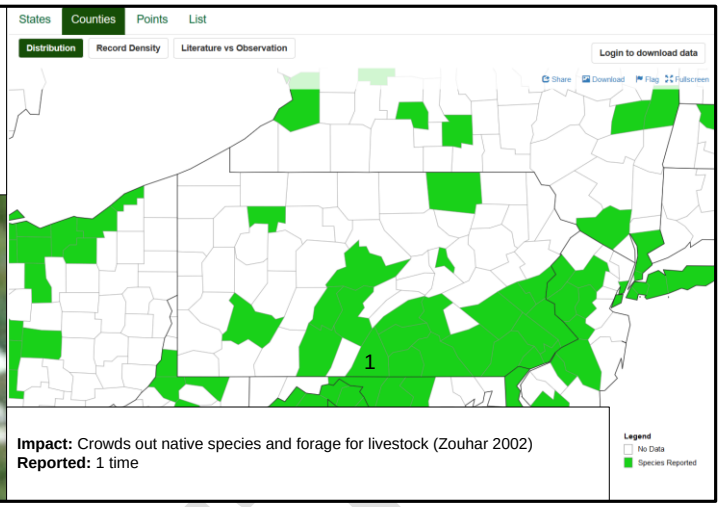


Figure 4.3.12.1.28: Multiflora Rose

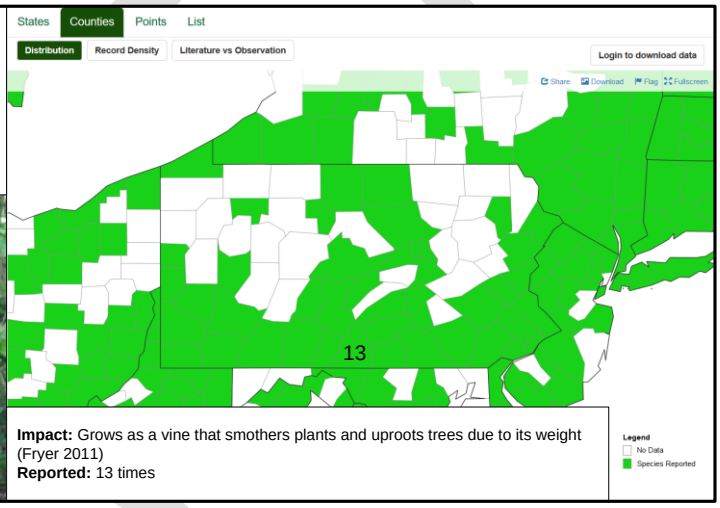
Common names: Musk thistle, nodding thistle



Impact: Crowds out native species and forage for livestock (Zouhar 2002)
Reported: 1 time

Figure 4.3.12.1.29: Musk Thistle

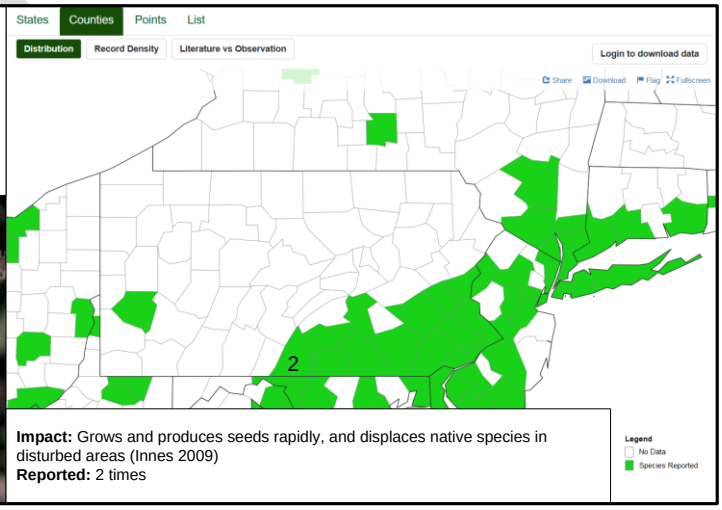
Common names: Oriental bittersweet, Asiatic bittersweet, round-leaved bittersweet, Oriental staff vine, climbing spindle berry



Impact: Grows as a vine that smothers plants and uproots trees due to its weight (Fryer 2011)
Reported: 13 times

Figure 4.3.12.1.30: Oriental Bittersweet

Common names: Princess tree, empress tree, royal paulownia



Impact: Grows and produces seeds rapidly, and displaces native species in disturbed areas (Innes 2009)
Reported: 2 times

Figure 4.3.12.1.31: Princess Tree

Figure 4.3.12.1.32: Quackgrass

Figure 4.3.12.1.33: St. Johnswort

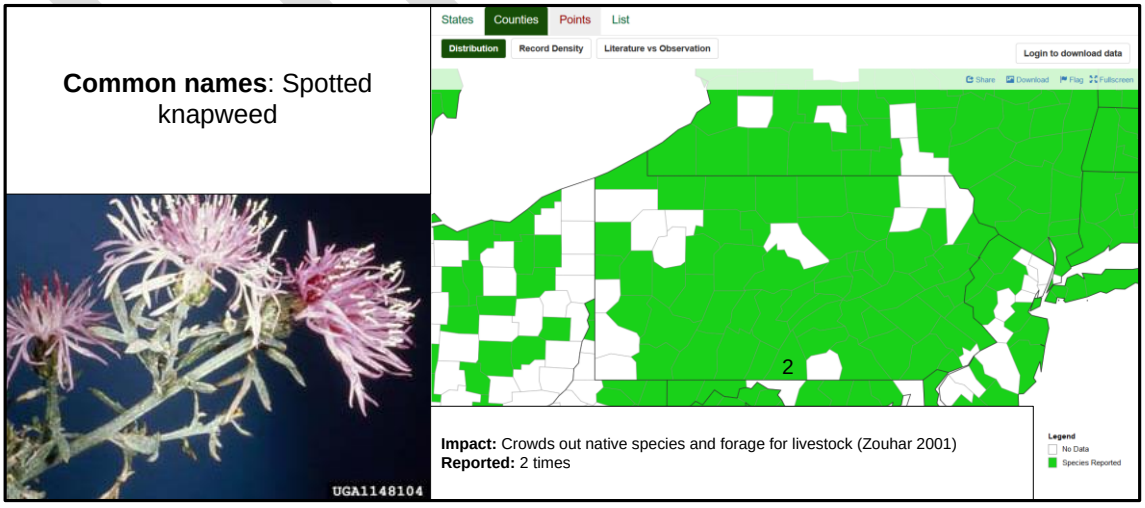


Figure 4.3.12.1.34: Spotted Knapweed

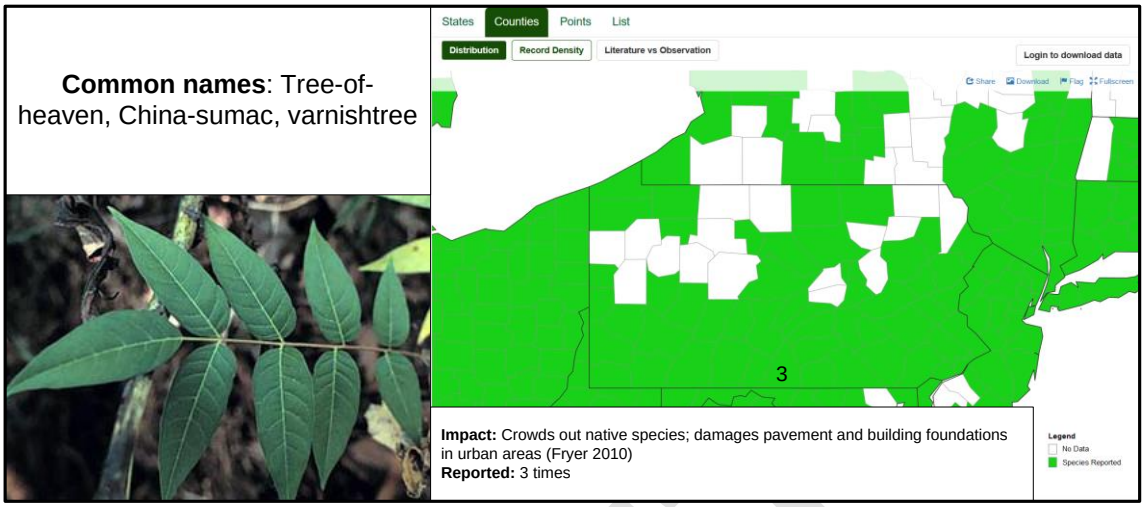


Figure 4.3.12.1.35: Tree-of-Heaven

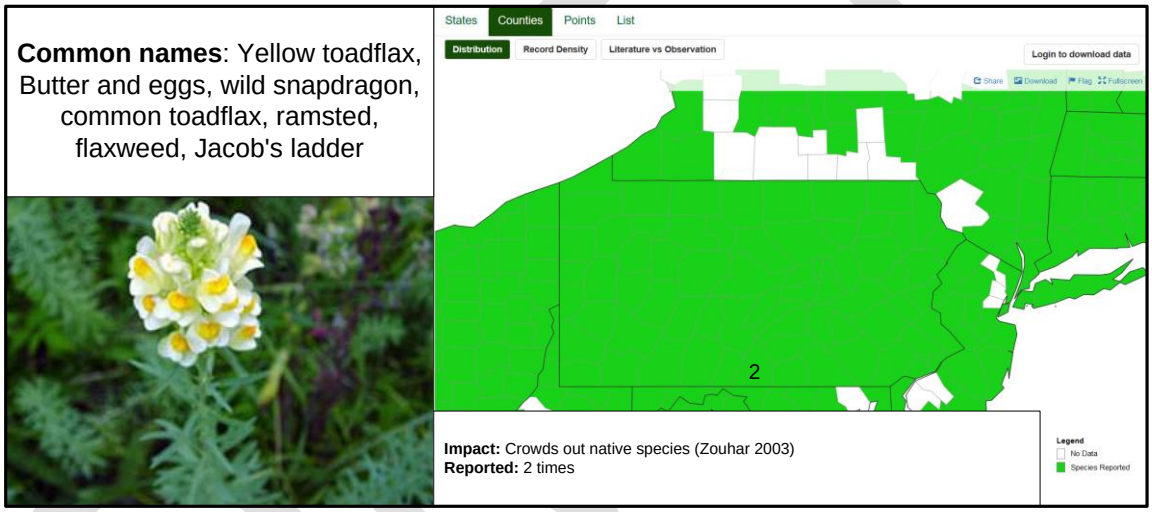


Figure 4.3.12.1.36: Yellow Toadflax

Additionally, the Penn State University Agricultural Extension of Franklin County identified an additional plant that is invasive and dangerous to livestock and humans, Poison Helmock (see **Figure 4.3.12.1.37**). This biennial pant grows along roadsides, fallow areas, fence rows, pastures, and creeks. Poison hemlock is toxic and can be fatal to humans, pets, and all classes of livestock if ingested in relatively small quantities (less than 1% of body weight). Poison Hemlock is aggressively spreading in many regions of Pennsylvania including Franklin County.

Common names: Poison Hemlock, Deadly Hemlock, Poison Parsley, Spotted Hemlock, European Hemlock, California Fern, and Nebraska Fern	
Impact: Skin irritant, toxic if ingested by livestock or humans **Reported:** Prevalent throughout the US	

Figure 4.3.12.1.37: Poison Hemlock

It should be noted, the reported number of observations of each of these plants species can seem extremely low, so low as to not raise concern. However, as few as one observed instance of an invasive species in an area is enough to raise concerns, as not all events or observations are reported, partially due to the perceptions of the observers. A person may not see these as foreign species and discount them as simple weeds or wild flowers.

4.3.12.2 Range of Magnitude

The magnitude of invasive species threats ranges from nuisance to a widespread killer. Some invasive species like the Brown Marmorated Stink Bugs are a danger to fruits, orchards, and vegetables, but do not harm humans. Other invasive species can cause significant changes in the composition of Pennsylvania ecosystems. For example, the Emerald Ash Borer has a 99% mortality rate for any ash tree it infects. Didymo, an aggressive form of algae, can clog waterways and smother native aquatic plants and animals. Still more invasive species can cause widespread illness or death in humans; one species of particular concern with this magnitude is Anthrax, considered by the Centers for Disease Control and Prevention (CDC) to be a Category A agent that may pose a significant, widespread threat to public health.

The magnitude of an invasive species threat is generally amplified when the ecosystem or host species is already stressed, such as in times of drought. The already weakened state of the native ecosystem causes it to more easily succumb to an infestation.

4.3.12.3 Past Occurrence

Invasive species have been entering the Commonwealth since the arrival of early European settlers, but not all occurrences have required government action. The first invasive species outbreak requiring state attention occurred in 1862 when legislation was enacted to provide for the destruction of and to prevent the spread of Canada Thistle, Johnson Grass, and Marijuana. Since then, there have been 26 acts and quarantines enacted to prevent the spread of invasive species.

The Pennsylvania Invasive Species Council (PISC) has begun tackling human and animal pathogens, aquatics, insects, mammals, plant pathogens, and vascular plants through management programs between the PA Fish and Boat Commission, the Game Commission, the Department of Agriculture, and DCNR. Notably, the PISC lists management programs for feral swine, kudzu, giant hogweed, mile-a-minute, emerald ash borer, plum pox virus, zebra and quagga mussels, and viral hemorrhagic septicemia under its "completed actions." This does not mean that these threats have been eliminated; rather, it indicates that there is an active management plan in place to reduce future occurrences.

4.3.12.4 Future Occurrence

According to the PISC, the probability of future occurrence for invasive species threats is on the rise because of the growing volume of transported goods, increasing technology, efficiency and speed of transportation, and expanding international trade agreements. Expanded global trade has created opportunities for many organisms to be transported to and establish themselves in new countries and regions. In 2021 alone, Pennsylvania imported over $98 billion in goods from abroad, including agricultural, forestry, and fisheries goods that commonly carry unknown pests[78]. Furthermore, climate change is contributing to the introduction of new invasive species. As maximum and minimum seasonal temperatures change, pests are able to establish themselves in previously inhospitable climates. This also gives introduced species an earlier start and increases the magnitude of their growth. This may shift the dominance of ecosystems in the favor of nonnative species.

In order to combat the increase in future occurrences, the PISC, which is a collaboration of state agencies, public organizations, and federal agencies released an update to the Invasive Species Management Plan in 2017. This plan outlines the Commonwealth's goals for the management of the spread of nonnative invasive species as well as creates a framework for responding to threats through research, action, and public outreach and communication. More information on the Management Plan can be found online at www.agriculture.pa.gov/Plants_Land_Water/PlantIndustry. Individual management plans by PISC member agencies and organizations will also help to reduce the number and/or magnitude of invasive species threats in the future.

An area of great concern is the near exponential rise in confirmed Lyme Disease cases in Franklin County. This rise may be due to better detection and awareness programs or it could be an indication of the proliferation of the Deer Tick that carries the disease. Better education on the host organism and protection measures could help stem this growth, but serious consideration needs to occur on eradication measures for the host or this hazard could reach epidemic proportions.

Because of the plethora of environments that harbor many of the invasive species, Franklin County will continue to be an area of high potential for such incidences. The probability of future Invasive Species incidents is considered ***highly likely***, as defined by the Risk Factor probability criteria (**Section 4.4**).

[78] U.S. Census, 2010

4.3.12.5 Vulnerability Assessment

Invasive species threats do not generally impact buildings; instead, they impact landscapes, crops, and people (in the case of human-borne pathogens). Because of this wide array of invasive species present in Pennsylvania, most jurisdictions are vulnerable to some kind of invasive species threat.

The spread of pathogens is not a commonly considered an invasive species threat, but there is one pathogen that is raising concerns for the citizens of Franklin County and that is Lyme Disease. Detection and awareness programs are still being developed, but the accurate number of actual cases is believed to be a factor of 10 more than what is being reported. Until a more accurate detection program can be put in place, it will be hard to implement prevention programs that will be effective to control the spread of this pathogen. The exponential rise in Lyme Disease cases in Franklin County will eventually start to impact the economy by burdening health and medical resources. This will especially be true for those patients that have not been properly diagnosed, but are impacted by the chronic and debilitating symptoms. Add to that the costs of missed work or increased cases of medical disability and you can start to realize the scope of the impact this hazard can bring to the county.

The invasive species on the Pennsylvania Department of Agriculture's list of most significant threats are the ones that attack crops and trees. As a result, the most vulnerable jurisdictions are those with the Commonwealth's highest concentration of agricultural production, as well as the highest concentration of the timber and logging industry. In Pennsylvania, losses will vary from jurisdiction to jurisdiction depending on the aggressiveness of the invasive species of concern. Jurisdictional losses due to invasive species threats stem from three sources: lost revenue from diseased, damaged, or deceased crops, livestock, lumber, etc.; economic losses from the cost of eradication programs; and losses in the form of illness or death of humans. The total value of Pennsylvania's agricultural products is nearly $8 billion; an invasive species that affects agricultural products and production can cause significant losses to the Commonwealth's economy.

According to the 2017 County Business Patterns data collected for Pennsylvania, the agriculture, forestry, fishing, and hunting industry boasts an annual payroll of nearly $117 million across the 534 establishments in Pennsylvania. Franklin County ranks number 4 in the state in total agricultural cash receipts (market value of all agricultural products = $476,469,000). Additionally, statewide Franklin County ranks number 2 in the production of milk, cattle, melons, and corn for silage and number 3 for fruit and berry production. See **Figure 2.1.7, Section 2,** for a map of Franklin County's Agricultural resources and land breakdown. Based on all the information available, every community in Franklin County is equally vulnerable to the direct impacts of Invasive Species.

Figure 4.3.12.5.1 below lists the vulnerability self-assessments of each of the Franklin County municipalities for the Invasive Species hazard. One can see that 10 of 22 municipalities rated this threat as either a Major or Moderate event. This is a Minor threat ranked number 16 overall for Franklin County. However, due to the potential impact to the agricultural industry in the

county and the associated economic risks it could bring, there will still be considerable effort in the development of mitigation plans for this hazard in **Section 6.**

Invasive Species Hazard Threat Risk Assessment												Risk Factor Scale	
												Catastrophic	3.0 - 4.0
												Major	2.5 - 2.9
												Moderate	2.0 - 2.4
												Minor	1.5 - 1.9
												Insignificant	1.0 - 1.4
Municipality	Probability (1-4)	Wt	Impact (1-4)	Wt	Spatial (1-4)	Wt	Warning Time (1-4)	Wt	Duration (1-4)	Wt	Risk Factor (RF)	% of County Population	Contribution to County RF
Antrim Township	2	30%	1	30%	3	20%	1	10%	4	10%	2.0	10.12%	0.2024
Chambersburg Borough	2	30%	3	30%	4	20%	1	10%	4	10%	2.8	14.05%	0.3934
Fannett Township	1	30%	1	30%	1	20%	1	10%	4	10%	1.3	1.59%	0.0207
Greencastle Borough	2	30%	2	30%	2	20%	1	10%	4	10%	2.1	2.73%	0.0573
Greene Township	2	30%	1	30%	3	20%	1	10%	4	10%	2.0	11.82%	0.2364
Guilford Township	2	30%	1	30%	3	20%	1	10%	4	10%	2.0	9.38%	0.1876
Hamilton Township	2	30%	1	30%	2	20%	1	10%	4	10%	1.8	7.29%	0.1312
Letterkenny Township	4	30%	1	30%	3	20%	1	10%	4	10%	2.6	1.58%	0.0411
Lurgan Township	1	30%	1	30%	1	20%	3	10%	4	10%	1.5	1.42%	0.0213
Mercersburg Borough	2	30%	1	30%	4	20%	1	10%	4	10%	2.2	0.97%	0.0213
Metal Township	1	30%	1	30%	1	20%	1	10%	4	10%	1.3	1.13%	0.0147
Mont Alto Borough	1	30%	1	30%	1	20%	1	10%	4	10%	1.3	1.01%	0.0131
Montgomery Township	2	30%	1	30%	4	20%	1	10%	4	10%	2.2	3.68%	0.0810
Orrstown Borough	1	30%	1	30%	1	20%	1	10%	4	10%	1.3	0.14%	0.0018
Peters Township	2	30%	1	30%	1	20%	4	10%	4	10%	1.9	2.86%	0.0543
Quincy Township	1	30%	1	30%	1	20%	1	10%	4	10%	1.3	3.41%	0.0443
Shippensburg Borough	2	30%	1	30%	1	20%	1	10%	4	10%	1.6	0.75%	0.0120
Southampton Township	1	30%	1	30%	1	20%	2	10%	4	10%	1.4	5.49%	0.0769
St Thomas Township	3	30%	1	30%	2	20%	2	10%	4	10%	2.2	3.79%	0.0834
Warren Township	3	30%	1	30%	2	20%	1	10%	4	10%	2.1	0.21%	0.0044
Washington Township	1	30%	1	30%	1	20%	1	10%	4	10%	1.3	9.55%	0.1242
Waynesboro Borough	1	30%	1	30%	1	20%	1	10%	4	10%	1.3	7.02%	0.0913
Municipal Weighted Average Risk Factor (RF)													1.914

Figure 4.3.12.5.1: Municipal Invasive Species Threat Vulnerability Self-Assessment

There is a wide range of environmental impacts caused by invasive species. The aggressive nature of many invasive species can cause significant reductions in biodiversity by crowding out native species. This can affect the health of individual host organisms as well as the overall well-being of the effected ecosystem. Beyond causing human, animal, and plant harm, there are secondary impacts of invasive species that go beyond harm to host species and ecosystems, particular in the case of invasive species that attack forests. Pennsylvania's forests prevent soil degradation and erosion, protect watersheds, stabilize slopes, and absorb carbon dioxide emissions. The key role of forests in the hydrologic system means that if forest land is wiped out, the effects of erosion and flooding will be amplified. There is also an impact on agricultural harvests like honey, potatoes, and stone fruits. As a county with strong agricultural population, invasive species remain a hazard for Franklin County's economic livelihood.

4.3.12.6 Community Lifeline Integration

Potential impacts to the Community Lifelines for invasive species are shown below. There is potential for significant impact to one of the lifelines (Food, Water, Shelter), and possible impacts to two of the remaining six lifelines.

4.3.13 Landslide

A landslide is described in the Commonwealth of Pennsylvania 2018 State Hazard Mitigation Plan[79] as the downward and outward movement of slope-forming soil, rock, and vegetation reacting to the force of gravity. There are several different types of landslides[80], including:

- **Rock Fall** - Abrupt, downward movements of rock or earth, or both, that detach from steep slopes or cliffs. The falling material usually strikes the lower slope at angles less than the angle of fall, causing bouncing. The falling mass may break on impact, may begin rolling on steeper slopes, and may continue until the terrain flattens.

- **Rock Topple** - The forward rotation out of a slope of a mass of soil or rock around a point or axis below the center of gravity of the displaced mass. Toppling is sometimes driven by gravity exerted by the weight of material upslope from the displaced mass. Sometimes toppling is due to water or ice in cracks in the mass. Topples can consist of rock, debris (coarse material), or earth materials (fine-grained material). Topples can be complex and composite.

- **Rotational Landslide** - A landslide on which the surface of rupture is curved upward (spoon-shaped) and the slide movement is more or less rotational about an axis that is parallel to the contour of the slope. The displaced mass may, under certain circumstances, move as a relatively coherent mass along the rupture surface with little internal deformation. The head of the displaced material may move almost vertically downward, and the upper surface of the displaced material may tilt backwards toward the scarp. If the slide is rotational and has several parallel curved planes of movement, it is called a slump.

[79] PEMA, 2018
[80] Highland, L. M., and Bobrowsky, 2008

- **Translational Landslide** - The mass in a translational landslide moves out, or down and outward, along a relatively planar surface with little rotational movement or backward tilting. This type of slide may progress over considerable distances if the surface of rupture is sufficiently inclined, in contrast to rotational slides, which tend to restore the slide equilibrium. The material in the slide may range from loose, unconsolidated soils to extensive slabs of rock, or both. Translational slides commonly fail along geologic discontinuities such as faults, joints, bedding surfaces, or the contact between rock and soil. In northern environments the slide may also move along the permafrost layer.

- **Lateral Spread** - Lateral spreads usually occur on very gentle slopes or essentially flat terrain, especially where a stronger upper layer of rock or soil undergoes extension and moves above an underlying softer, weaker layer. Such failures commonly are accompanied by some general subsidence into the weaker underlying unit. In rock spreads, solid ground extends and fractures, pulling away slowly from stable ground and moving over the weaker layer without necessarily forming a recognizable surface of rupture. The softer, weaker unit may, under certain conditions, squeeze upward into fractures that divide the extending layer into blocks. In earth spreads, the upper stable layer extends along a weaker underlying unit that has flowed following liquefaction or plastic deformation. If the weaker unit is relatively thick, the overriding fractured blocks may subside into it, translate, rotate, disintegrate, liquefy, or even flow.

- **Debris Flow** - A form of rapid mass movement in which loose soil, rock and sometimes organic matter combine with water to form a slurry that flows down slope. They have been informally and inappropriately called "mudslides" due to the large quantity of fine material that may be present in the flow. Occasionally, as a rotational or translational slide gains velocity and the internal mass loses cohesion or gains water, it may evolve into a debris flow. Dry flows can sometimes occur in cohesionless sand (sand flows). Debris flows can be deadly as they can be extremely rapid and may occur without any warning.

Landslides may be triggered by both natural and human-caused changes in the environment, including heavy rain, rapid snow melt, steepening of slopes through construction or erosion, earthquakes, and changes in groundwater levels. Areas that are generally prone to landslide hazards include previous landslide areas, the bases of steep slopes, the bases of drainage channels, developed hillsides, and areas recently burned by forest and brush fires[81]. Human activities that contribute to slope failure include altering the natural slope gradient, increasing soil water content, and removing vegetation cover.

4.3.13.1 Location and Extent

According to the 2018 PA HMP, landslides have occurred in many parts of Pennsylvania but are most abundant and troublesome in much of the western and north-central portions of the state

[81] Delano, H. L., and Wilshusen, 2001

and adjacent states[82]. Rock falls and other slope failures can occur in areas of Franklin County with moderate to steep slopes. Areas experiencing erosion, decline in vegetation cover, and earthquakes are also susceptible to landslides. **Figure 4.3.13.1** shows areas of low, moderate, and high landslide susceptibility as identified by PA DCNR[83].

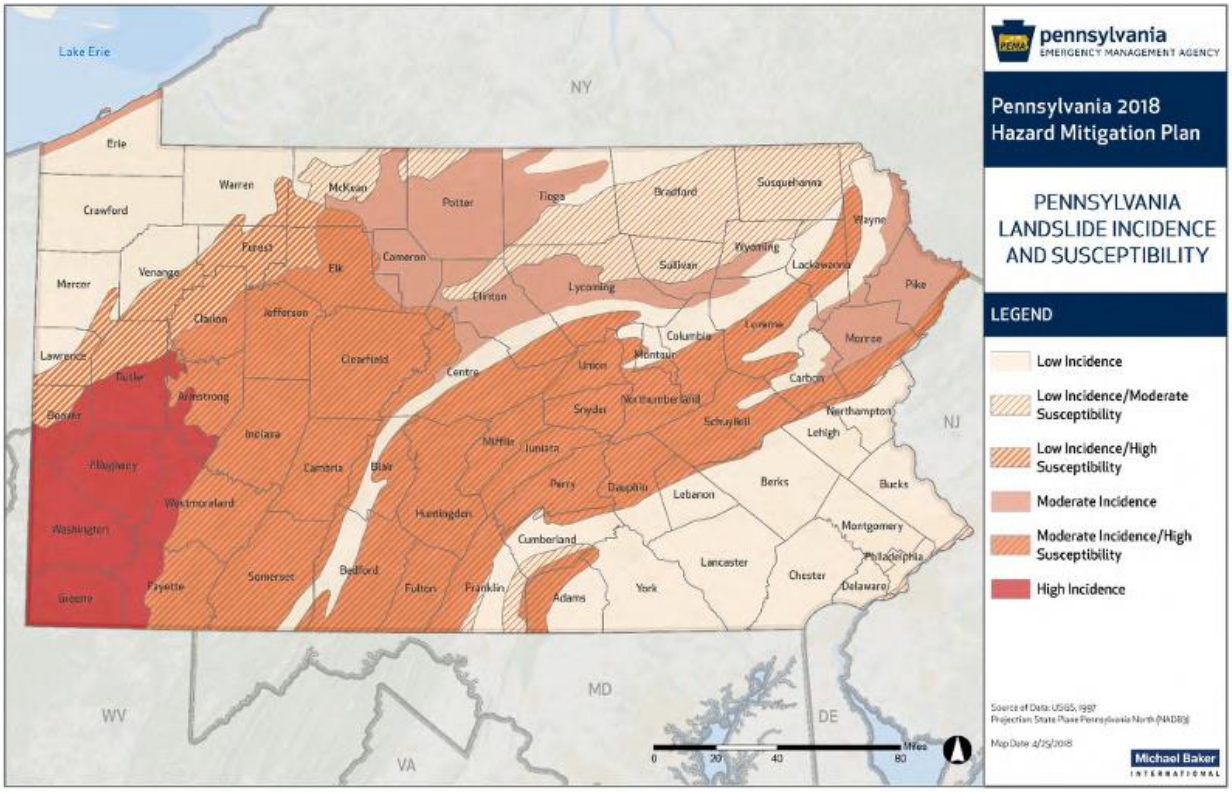


Figure 4.3.13.1: Landslide Susceptibility in Pennsylvania [84]

The particular areas of Franklin County that are susceptible to Landslides are depicted in tan/yellow on **Figure 4.3.13.2** below. As you can see all of Fannett, Metal, and Warren Townships are included as well as parts of Letterkenny, Lurgan, Hamilton, St Thomas, Peters, Montgomery, Southampton, Greene, Guilford, Quincy, and Washington Townships. The risk of Landslides in Franklin County is generally low, but does include areas of high to moderate risk based on the local geology.

[82] PEMA, 2018
[83] Delano, H. L., and Wilshusen, 2001
[84]

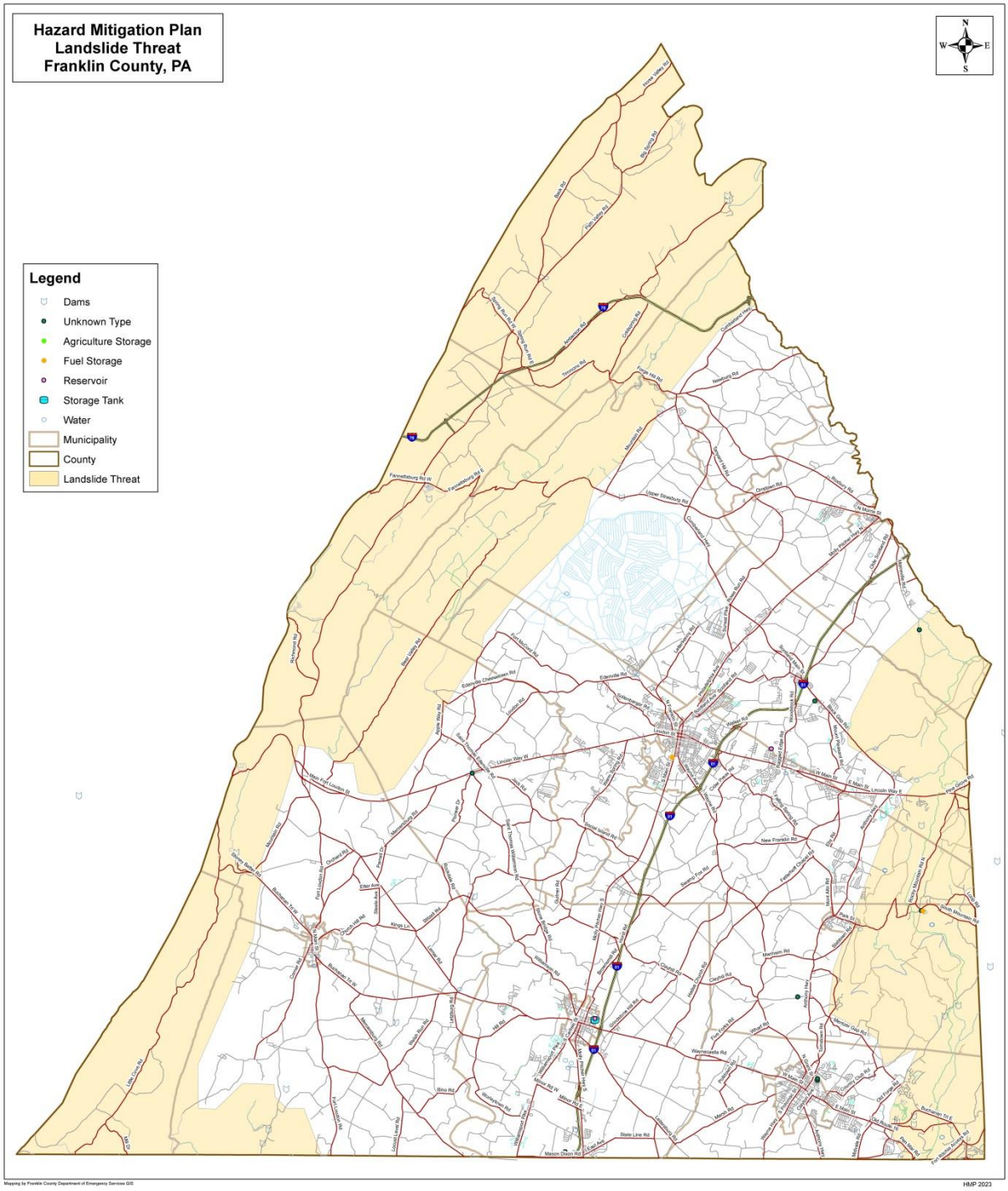


Figure 4.3.13.2: Areas of Landslide Susceptibility of Franklin County (Mar 2023)

4.3.13.2 Range of Magnitude

Landslides affect manmade structures whether they are directly on or near a landslide. Residential dwellings built on unstable slopes may experience partial damage to complete destruction as landslides destabilize or destroy foundations, walls, surrounding property, and above-ground and underground utilities. Landslides can affect residential areas either on a large regional basis (in which many dwellings are affected) or on an individual site basis (where only one structure or part of a structure is affected). Also, landslide damage to one individual property's lifelines (such as trunk sewer, water, or electrical lines and common-use roads) can affect the lifelines and access routes of other surrounding properties. Commercial structures are affected by landslides in much the same way residential structures are affected. In such a case, consequences may be great if the commercial structure is a common-use structure, such as a food market, which may experience an interruption in business due to landslide damage to the actual structure and/or damage to its access roadways[85].

Fortunately, deaths and injuries caused by landslides are rare in Pennsylvania, and most landslides in the State are moderate to slow moving, damaging things rather than people. Almost all of the known deaths caused by landslides have occurred when rock falls or other slides along highways have involved vehicles. Storm-induced debris flows are the only other type of landslide likely to cause death and injuries[86]. As residential and recreational development increases on and near steep mountain slopes, the hazards from these events will also increase.

4.3.13.3 Past Occurrence

Pennsylvania has a long history of significant landslide activity, most of which is in the western and north central part of the state. This has resulted from a combination of humid temperature climate, locally steep and rugged topography, and great diversity in the erosion and weathering characteristics of relatively near surface sedimentary rocks. Human activities such as commercial, industrial, and residential developments, transportation, and mining often compound landslide problems.

A comprehensive inventory of landslide events across the entire Commonwealth is not available and the USGS does not maintain a formal inventory of landslides. Instead, the USGS Landslide Hazards Program collects data as events are reported to the agency.

There has been no significant reporting of landslides within Franklin County within the past 40 years. We have experienced several small rock slides impacting mountain roads, but nothing with any significant damage to life or property.

4.3.13.4 Future Occurrence

At the national level, the FEMA National Risk Index Map calculates a community's relative risk for a Landslide using an equation that combines scores for Expected Annual Loss due to natural hazards, Social Vulnerability and Community Resilience. According to FEMA, Franklin County's Expected Annual Loss for Landslide is classified as Relatively Moderate, the Social

[85] Highland, L. M., and Bobrowsky, 2008
[86] PEMA, 2018

Vulnerability is Relatively Low and the Community Resilience is Relatively High, resulting in an overall Risk Index of Relatively Moderate as compared to other communities in the United States.

Mismanaged or intense development in steeply sloped areas could increase the frequency of landslides in Franklin County. Building and road construction are contributing factors to landslides, as they can often undermine or steepen otherwise stable soil.

Increased deforestation and soil disturbances caused by development on sloped areas would further increase these risks. As timbering and development of sloped land continue, the risks of significant landslides increase.

4.3.13.5 Vulnerability Assessment

Communities in Franklin County have not been historically highly vulnerable to landslides. However, transportation roads flanked by high terrain and buildings constructed at the top or bottom of steep slopes should be considered vulnerable to this hazard. **Figure 4.3.13.5.1** below lists the vulnerability self-assessments of each of the Franklin County municipalities for the Landslide hazard.

Landslide Hazard Threat Risk Assessment											Risk Factor Scale		
											Catastrophic	3.0 - 4.0	
											Major	2.5 - 2.9	
											Moderate	2.0 - 2.4	
											Minor	1.5 - 1.9	
											Insignificant	1.0 - 1.4	
Municipality	Probability (1-4)	Wt	Impact (1-4)	Wt	Spatial (1-4)	Wt	Warning Time (1-4)	Wt	Duration (1-4)	Wt	Risk Factor (RF)	% of County Population	Contribution to County RF
Antrim Township	1	30%	1	30%	1	20%	4	10%	1	10%	1.3	10.12%	0.1316
Chambersburg Borough	2	30%	1	30%	1	20%	1	10%	1	10%	1.3	14.05%	0.1827
Fannett Township	2	30%	1	30%	1	20%	3	10%	1	10%	1.5	1.59%	0.0239
Greencastle Borough	1	30%	1	30%	2	20%	2	10%	1	10%	1.3	2.73%	0.0355
Greene Township	1	30%	1	30%	1	20%	4	10%	1	10%	1.3	11.82%	0.1537
Guilford Township	1	30%	1	30%	2	20%	4	10%	1	10%	1.5	9.38%	0.1407
Hamilton Township	1	30%	1	30%	1	20%	4	10%	1	10%	1.3	7.29%	0.0948
Letterkenny Township	1	30%	1	30%	1	20%	1	10%	1	10%	1.0	1.58%	0.0158
Lurgan Township	1	30%	1	30%	1	20%	1	10%	1	10%	1.0	1.42%	0.0142
Mercersburg Borough	2	30%	2	30%	2	20%	4	10%	1	10%	2.1	0.97%	0.0204
Metal Township	1	30%	1	30%	1	20%	4	10%	1	10%	1.3	1.13%	0.0147
Mont Alto Borough	1	30%	1	30%	1	20%	1	10%	1	10%	1.0	1.01%	0.0101
Montgomery Township	1	30%	1	30%	2	20%	4	10%	1	10%	1.5	3.68%	0.0552
Orrstown Borough	1	30%	1	30%	1	20%	1	10%	1	10%	1.0	0.14%	0.0014
Peters Township	1	30%	1	30%	1	20%	4	10%	1	10%	1.3	2.86%	0.0372
Quincy Township	1	30%	1	30%	1	20%	2	10%	1	10%	1.1	3.41%	0.0375
Shippensburg Borough	1	30%	1	30%	1	20%	1	10%	1	10%	1.0	0.75%	0.0075
Southampton Township	1	30%	1	30%	1	20%	4	10%	1	10%	1.3	5.49%	0.0714
St Thomas Township	1	30%	1	30%	1	20%	2	10%	1	10%	1.1	3.79%	0.0417
Warren Township	2	30%	2	30%	3	20%	4	10%	1	10%	2.3	0.21%	0.0048
Washington Township	1	30%	2	30%	1	20%	4	10%	1	10%	1.6	9.55%	0.1528
Waynesboro Borough	1	30%	1	30%	1	20%	4	10%	1	10%	1.3	7.02%	0.0913
Municipal Weighted Average Risk Factor (RF)													1.339

Figure 4.3.13.5.1: Municipal Landslide Threat Vulnerability Self-Assessment

From the municipal self-assessment and the population at risk, it is obvious that the threat of this hazard is perceived to be very low for Franklin County. That does not mean that the hazard can be discounted, as Critical Facilities and Infrastructure can be impacted by this threat, raising the level of concern.

Table 4.3.13.5.1 illustrates the number of vulnerable critical structures and facilities by jurisdiction in Franklin County located in the "generally low to local areas of high to moderate" landslide susceptibility areas.

Municipality	Total Number of Critical Facilities	Critical Facilities in Risk Areas
Antrim Township	110	0
Chambersburg Borough	185	0
Fannett Township	33	32
Greencastle Borough	32	0
Greene Township	135	24
Guilford Township	110	6
Hamilton Township	52	1
Letterkenny Township	29	13
Lurgan Township	24	10
Mercersburg Borough	18	0
Metal Township	21	21
Mont Alto Borough	7	2
Montgomery Township	31	4
Orrstown Borough	1	0
Peters Township	34	10
Quincy Township	54	20
Shippensburg Borough	6	0
Southampton Township	46	2
St Thomas Township	32	1
Warren Township	4	4
Washington Township	65	23
Waynesboro Borough	64	0
Totals	**1093**	**173**

Table 4.3.13.5.1: Critical Facilities within Landslide Local High/Moderate Risk Areas

There are several critical facilities that fall into the landslide threat areas of Franklin County. Impact to any one of these facilities could result in significant loss for those communities. However, based on available historical data and the municipal threat assessments (See **Figure 4.4.2.1**), the future occurrence of landslides can be considered ***unlikely*** as defined by the Risk Factor Methodology criteria (See **Section 4.4**). This threat should not be ignored, but it is understood that resources and mitigation objectives will likely be focused on those hazards that have a higher probability of occurrence.

4.3.13.6 Community Lifeline Integration

Potential impacts to the Community Lifelines for a landslide are shown below. There is potential for possible impacts to five of the seven lifelines and minimal impact to the remaining two.

4.3.14 Lightning Strike

A lightning flash is the result of a transfer of significant charge between two charged objects. Lightning discharges can occur inter-cloud, cloud-to-cloud, cloud-to-air, and cloud-to-ground (see **Figure 4.3.14.1** below). Generally, cloud-to-ground (CG) lightning has the greatest immediate impact on our lives. A CG strike can kill, destroy equipment, start fires, and disturb power delivery systems.

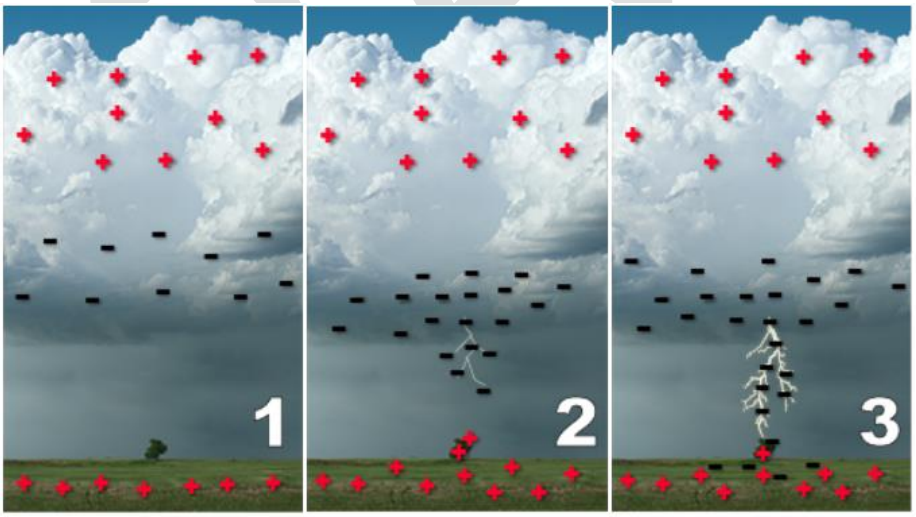


Figure 4.3.14.1: Formation of Lightning[88]

4.3.14.1 Location and Extent

[88] NOAA 2023

Each year in the United States, more than 300 people are struck by lightning. On average, between 30 people are killed; hundreds of others suffer permanent disabilities[89]. Lightning can occur with all thunderstorms, making all of Franklin County susceptible. Different geographic areas experience varying event frequencies, but in all cases lightning strikes and associated fatalities occur primarily during the Summer months (April through September). While the impact of lightning events is highly localized, strong storms can result in numerous widespread events over a broad area.

4.3.14.2 Range of Magnitude

Because Lightning damage is largely unreported, statistics vary considerably. However, information gathered by the National Weather Service indicates that Pennsylvania is ranked in the top ten states for lightning related deaths[90] (See **Figure 4.3.14.2.1** below).

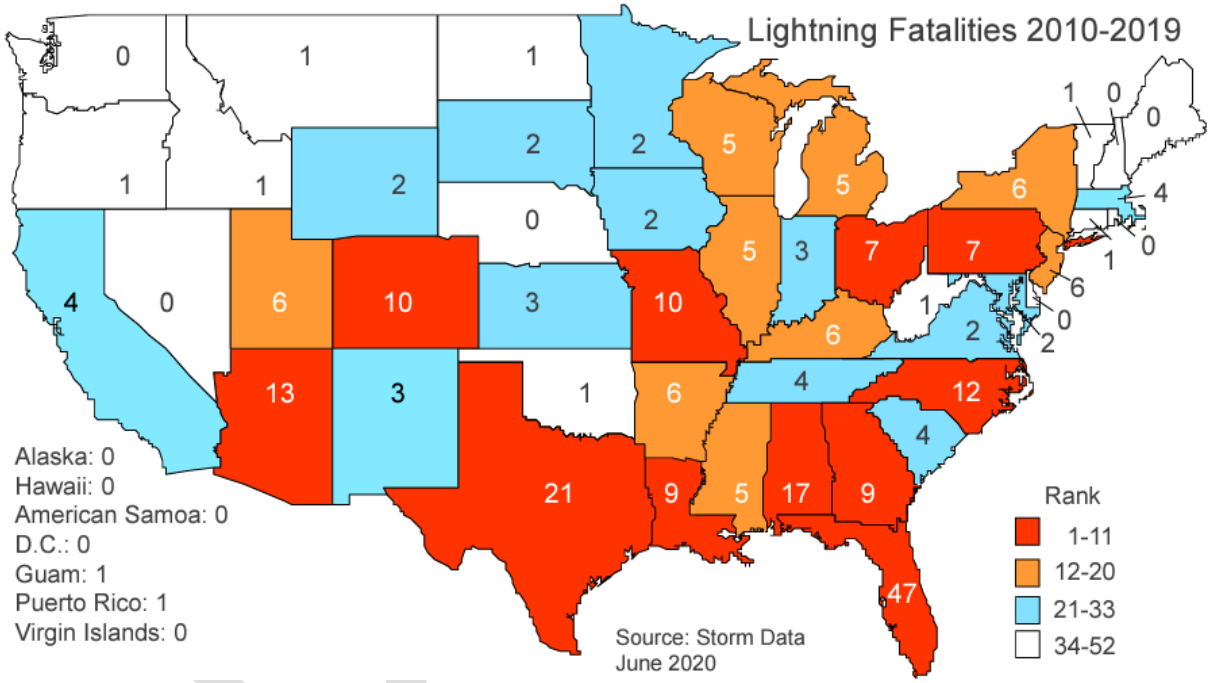


Figure 4.3.14.2.1: Lightning Deaths in the U.S. (2010-2019)

4.3.14.3 Past Occurrence

A search of the National Centers for Environmental Information's (NCEI) Storm Events Database returned no recorded lightning strike events for Franklin County between 1993 and 2022. This does not indicate that lightning has not occurred in our county in that time period, just that there has been no reported damage or fatalities in our county. Therefore, to get a better idea of how often lightning strikes occur in the county, a sampling of data from NOAA's Lightning Climatology tool was performed. See **Figure 4.3.14.3.1** below for a data sample.

[89] NOAA/NWS 2023
[90] NOAA/NWS

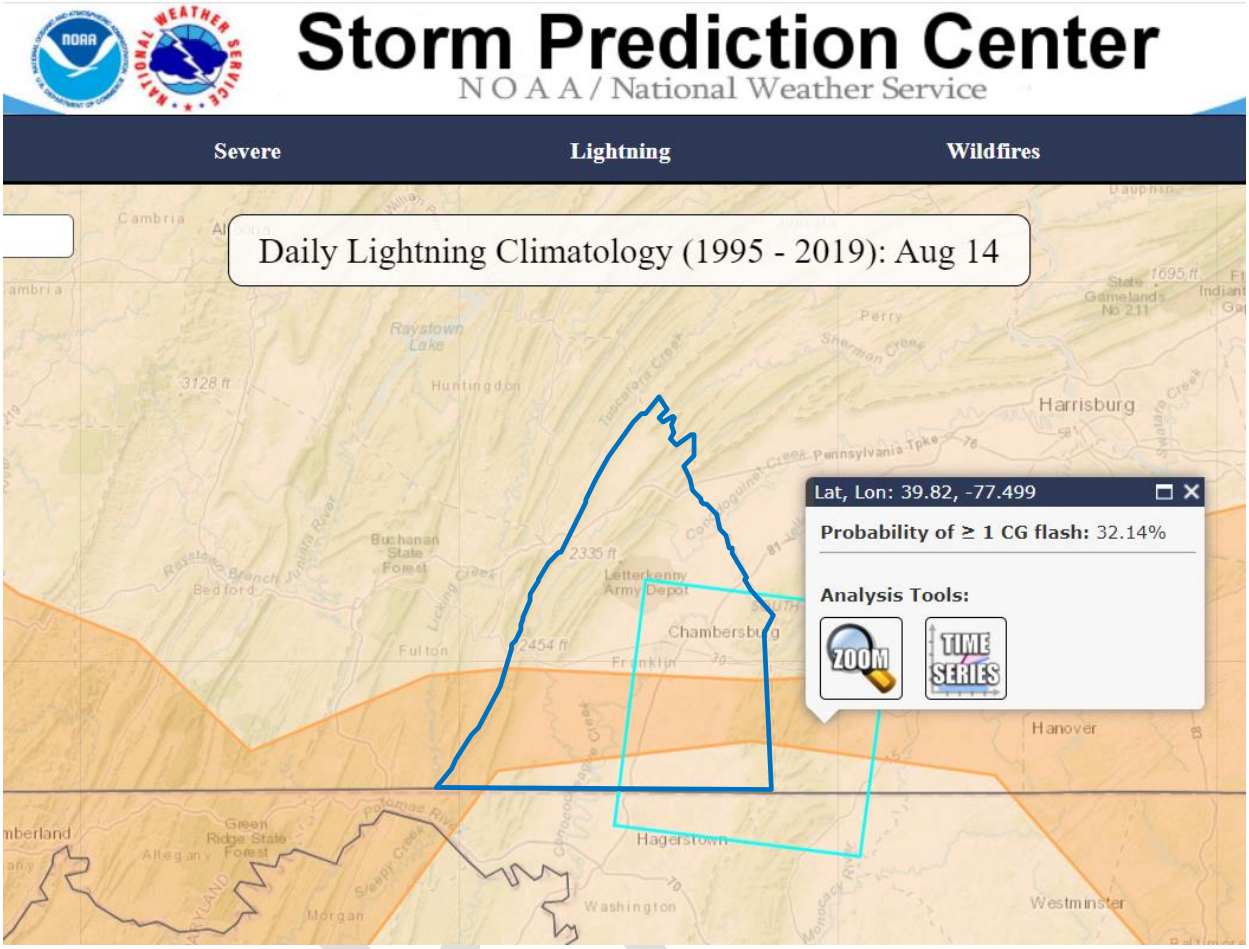


Figure 4.3.14.3.1: Sample Lightning Data from NOAA, Storm Prediction Center

In order to get a sense of the overall risk of lightning occurrences in our county, we selected a quadrant in the southeastern portion of the county to see what the probability was on a summer day in August. It is noted that the quadrant does overlap into Adams County, but the overall risk would be similar for the Franklin County portion. The analysis tool determined that the overall risk for the highlighted area on August 14th of any particular year is 32.14%. **Figure 4.3.12.3.2** below illustrates a time series of the annual overall risk of lightning for the highlighted quadrant from Figure 4.3.14.3.1 above.

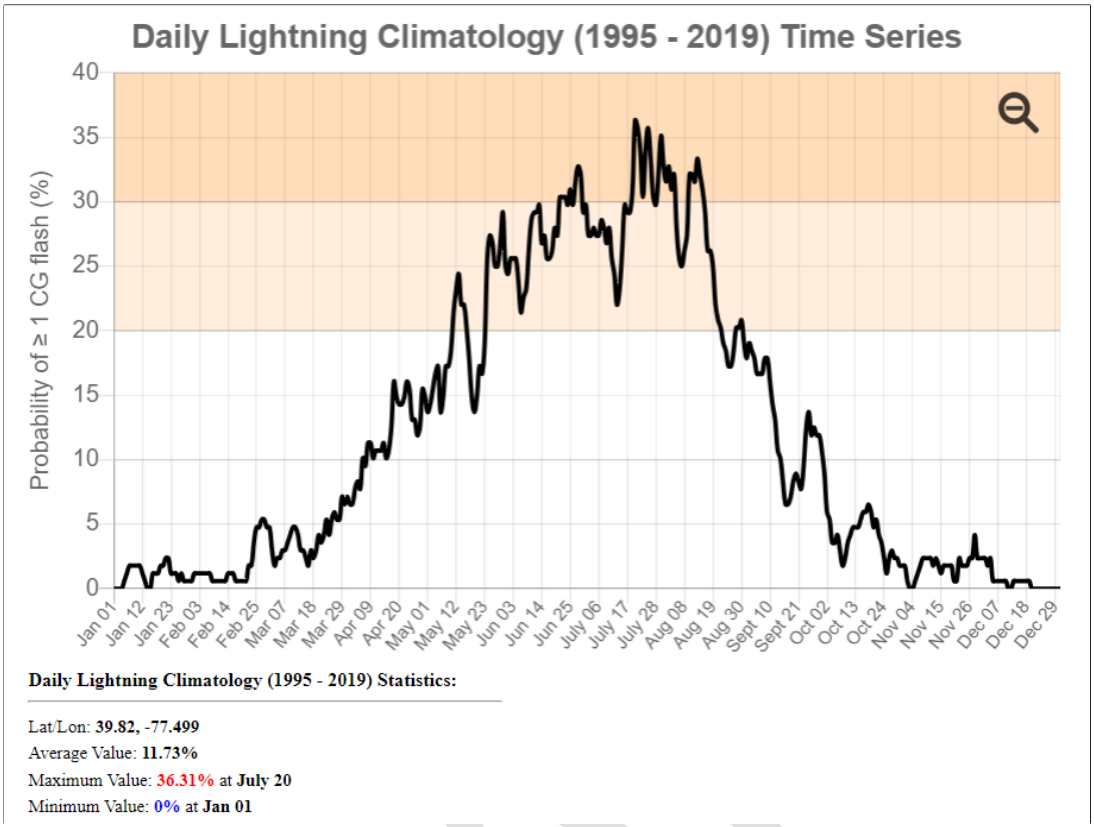


Figure 4.3.14.3.2: NOAA Annual Probability of Cloud to Ground Lightning Flashes

It is easily seen from the data above that Franklin County has a high probability of cloud to ground of lightning strikes every year. It is also clear that the heavy threat months are April through September, the summer months.

4.3.14.4 Future Occurrence

At the national level, the FEMA National Risk Index Map calculates a community's relative risk for Lightning using an equation that combines scores for Expected Annual Loss due to natural hazards, Social Vulnerability and Community Resilience. According to FEMA, Franklin County's Expected Annual Loss for Lightning is classified as Relatively High, the Social Vulnerability is Relatively Low and the Community Resilience is Relatively High, resulting in an overall Risk Index of Relatively High as compared to other communities in the United States.

Lightning can be expected with any severe storm event. While injuries or fatalities have not been documented in Franklin County, it is still a very real threat to our communities. The future occurrence of lightning strikes can be considered ***likely*** as defined by the Risk Factor Methodology Probability criteria (**Section 4.4**).

4.3.14.5 Vulnerability Assessment

To understand risk, a community must evaluate the assets that are exposed or vulnerable to the identified hazard area. For Lightning Strike events, all of Franklin County has been identified as

the hazard area. Therefore, all critical facilities, population, and infrastructure as outlined in **Section 2, Tables 2.4.5** are vulnerable.

Figure 4.3.14.5.1 below lists the vulnerability self-assessments of each of the Franklin County municipalities for the Lightning Strike hazard. One can see that 7 of 22 municipalities rated this threat as either a Major or Moderate event. Additionally, 11 of the remaining 15 municipalities rated this as a Minor threat. This was ranked as the number 20 threat in Franklin County and is considered a Minor threat.

Lightning Strike
Hazard Threat Risk Assessment

Risk Factor Scale	
Catastrophic	3.0 - 4.0
Major	2.5 - 2.9
Moderate	2.0 - 2.4
Minor	1.5 - 1.9
Insignificant	1.0 - 1.4

Municipality	Probability (1-4)	Wt	Impact (1-4)	Wt	Spatial (1-4)	Wt	Warning Time (1-4)	Wt	Duration (1-4)	Wt	Risk Factor (RF)	% of County Population	Contribution to County RF
Antrim Township	3	30%	1	30%	2	20%	2	10%	1	10%	1.9	10.12%	0.1923
Chambersburg Borough	2	30%	2	30%	3	20%	3	10%	1	10%	2.2	14.05%	0.3091
Fannett Township	2	30%	2	30%	3	20%	4	10%	1	10%	2.3	1.59%	0.0366
Greencastle Borough	3	30%	3	30%	2	20%	4	10%	1	10%	2.7	2.73%	0.0737
Greene Township	2	30%	1	30%	1	20%	4	10%	1	10%	1.6	11.82%	0.1891
Guilford Township	2	30%	1	30%	1	20%	4	10%	1	10%	1.6	9.38%	0.1501
Hamilton Township	2	30%	1	30%	2	20%	4	10%	1	10%	1.8	7.29%	0.1312
Letterkenny Township	2	30%	1	30%	1	20%	3	10%	1	10%	1.5	1.58%	0.0237
Lurgan Township	1	30%	1	30%	1	20%	2	10%	1	10%	1.1	1.42%	0.0156
Mercersburg Borough	3	30%	1	30%	4	20%	4	10%	1	10%	2.5	0.97%	0.0243
Metal Township	2	30%	1	30%	1	20%	4	10%	1	10%	1.6	1.13%	0.0181
Mont Alto Borough	1	30%	1	30%	3	20%	3	10%	1	10%	1.6	1.01%	0.0162
Montgomery Township	3	30%	2	30%	4	20%	4	10%	1	10%	2.8	3.68%	0.1030
Orrstown Borough	2	30%	1	30%	1	20%	1	10%	1	10%	1.3	0.14%	0.0018
Peters Township	2	30%	1	30%	1	20%	4	10%	1	10%	1.6	2.86%	0.0458
Quincy Township	1	30%	1	30%	1	20%	3	10%	1	10%	1.2	3.41%	0.0409
Shippensburg Borough	2	30%	1	30%	1	20%	4	10%	1	10%	1.6	0.75%	0.0120
Southampton Township	2	30%	1	30%	1	20%	4	10%	1	10%	1.6	5.49%	0.0878
St Thomas Township	3	30%	1	30%	1	20%	4	10%	1	10%	1.9	3.79%	0.0720
Warren Township	3	30%	1	30%	2	20%	4	10%	1	10%	2.1	0.21%	0.0044
Washington Township	1	30%	1	30%	1	20%	1	10%	1	10%	1.0	9.55%	0.0955
Waynesboro Borough	4	30%	2	30%	1	20%	4	10%	1	10%	2.5	7.02%	0.1755
Municipal Weighted Average Risk Factor (RF)													1.819

Figure 4.3.14.5.1: Municipal Lightning Strike Threat Vulnerability Self-Assessment

Even though there is little to no historical data on casualties or damage due to lightning strike events in Franklin County, the sheer number of lightning strikes recorded in the ESDI data indicates that it is only a matter of time before one of these events results in fatalities and/or critical facility damage.

4.3.14.6 Community Lifeline Integration

Potential impacts to the Community Lifelines for lightning are shown below. There is potential for significant impacts to one lifeline (Communications), possible impacts to one lifeline (Safety & Security) and minimal impacts expected for the remaining lifelines.

4.3.15 Mass Food and Animal Feed Contamination

Mass food or animal feed contamination hazards occur when food or food sources are contaminated with pathogenic bacteria, viruses, or parasites, as well as chemical or natural toxins. They may lead to food borne illnesses and/or interruptions in the food supply. Contamination may occur due to natural food borne illnesses and chemical, biological, radiological, or nuclear exposure.

Also according to the CDC, some pathogens are frequently transmitted by food contaminated by infected persons. The presence of any one of the following signs or symptoms in persons who handle food may indicate infection by a pathogen that could be transmitted to others through handling the food supply:

- diarrhea
- vomiting
- open skin sores
- boils
- fever
- dark urine
- jaundice

The failure of food-handlers to wash hands in certain situations (such as after using the toilet, handling raw meat, cleaning spills, or carrying garbage), wear clean disposable gloves, or use clean utensils is responsible for the food borne transmission of these pathogens. Non-food borne routes of transmission, such as from one person to another, are also major contributors in the spread of these pathogens. Some pathogens usually cause disease when food is intrinsically contaminated or cross contaminated during production, processing or transportation, but may also be contaminated when prepared by infected persons. Bacterial pathogens in this category often cause disease after bacteria have multiplied in food after it has been kept at improper

temperatures permitting their multiplication to an infectious dose. Preventing food contact by persons who have an acute diarrheal illness will decrease the risk of transmitting these pathogens. The following list represents the types of pathogens that may be transmitted by an infected food handler:

- Astroviruses
- Bacillus cereus
- Campylobacter jejuni
- Clostridium perfringens
- Cryptosporidium species
- Entamoeba histolytica
- Enterohemorrhagic E coli
- Enterotoxigenic E coli
- Giardia intestinalis
- Hepatitis A virus
- Nontyphoidal Salmonella
- Noroviruses
- Rotaviruses
- Salmonella Typhi
- Sapoviruses
- Shigella species
- Staphylococcus aureus
- Streptococcus pyogenes
- Taenia solium - cysticercosis
- Vibrio cholera
- Yersinia enterocolitica

The FDA Food Safety Modernization Act (FSMA) final rule is aimed at preventing intentional adulteration from acts intended to cause wide-scale harm to public health, including acts of terrorism targeting the food supply. Such acts, while not likely to occur, could cause illness, death, economic disruption of the food supply absent mitigation strategies. Acts of intentional adulteration may take many forms, including acts of disgruntled employees or economically motivated adulteration. The goal of this rule is to prevent acts intended to cause wide-scale harm. Economic adulteration is addressed in the final preventive controls rules for human and animal foods[90].

Animal feed, pet food, and specialty pet food are all considered Commercial Feed under the Pennsylvania Commercial Feed Act, and are regulated through the inspection of Pennsylvania manufacturing and distribution (retail and wholesale) establishments for compliance with labeling, licensing and Current Good Manufacturing Practices (CGMPs). Samples of animal feed are collected and analyzed to ensure feed is not adulterated and meets label guarantees.

4.3.15.1 Location and Extent

[90] USDHHS/FDA, 2017

Contamination occurrences can happen at any time and in any place in Pennsylvania and are sometimes regional or even national events. Franklin County ranks number 4 in the state in total agricultural cash receipts (market value of all agricultural products = $476,469,000) with 1,581 farms totaling 269,530 acres across the county. Additionally, statewide Franklin County ranks number 2 in the production of milk, cattle, melons, and corn for silage and number 3 for fruit and berry production. Because of its high agriculture production, an incident of contamination must be considered. **Figure 2.1.7, Section 2,** shows a map of Franklin County's Agricultural Resources and land breakdown. **Figure 4.3.15.1.1** illustrates the diversity of livestock and **Figure 4.3.15.1.2** shows the value of livestock and food production of Franklin County that would be impacted by a mass food contamination scenario.

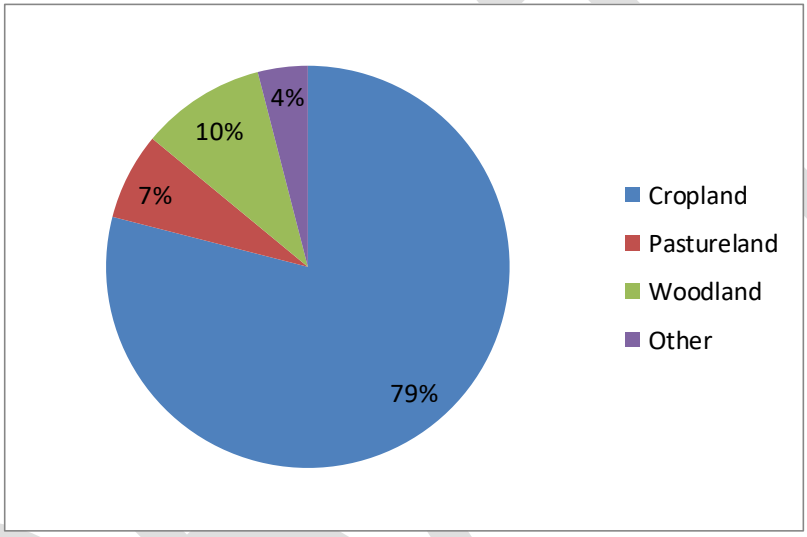


Figure 4.3.15.1.1: Land in Farms by Use in Franklin County (2017)

Franklin County Agricultural Commodity	Value	State Rank
Crops (all)	**$91,475,000**	**6**
Grains, oilseeds, dry beans, dry peas	$51,371,000	4
Vegetables, melons, potatoes, sweet potatoes	$15,222,000	2
Fruits, tree nuts, berries	$8,755,000	3
Nursery, greenhouse, floriculture, sod	$2,572,000	26
Cultivated Christmas trees, short rotation woody crops	$697,000	10
Other crops and hay	$12,857,000	5
Livestock, poultry, and products (all)	**$384,994,000**	**2**
Poultry and eggs	$101,448,000	4
Cattle and calves	$58,211,000	2
Milk from cows	$190,341,000	2
Hogs and pigs	$31,922,000	5
Sheep, goats, wool, mohair, milk	$976,000	3
Horses, ponies, mules, burros, donkeys	Withheld	17
Aquaculture	Withheld	9
Other animals and animal products	$830,000	7
Total Market Value of all Agricultural Products Sold	**$476,469,000**	**4**

Figure 4.3.15.1.2: Total Agricultural Economic Value for Franklin County (2017)

In addition, a major concern of mass food and animal feed contamination hazards is that, in general, places only have a 3-day supply of food. The food supply chain is very vulnerable to interruption, whether or not the product comes from Pennsylvania. An interruption in the food supply would be a major vulnerability for the health and survival of Pennsylvania communities.

4.3.15.2 Range of Magnitude

Like Invasive Species (**Section 4.3.10**), mass food and animal feed contamination hazards can vastly vary based on the type of contamination, the method of contamination, and the origin of contamination. Different pathogens and chemicals that can contaminate human food and animal feed have varying degrees of aggressiveness that can range from an upset stomach to serious illness, hospitalization, and even death. For example, according to the CDC's 2011 food borne illness estimates, Norovirus is responsible for over 5 million illnesses each year but the number of deaths it causes is significantly lower (149 in 2011). A possible worst case scenario would be if there was large-scale campylobacter or salmonella outbreak found in Pennsylvania's poultry farms. An event like this would cause human suffering but would also have a crippling effect on the state's poultry production and farm-based economy.

According to the most recent ag census for Franklin County conducted by the USDA, **Table 4.3.15.2.1** shows the top crops and livestock numbers in Franklin County[91].

[91] USDA, 2017

Top Crops	Acres
Forage (hay/haylage), all	72,452
Corn for Grain	40,821
Corn for Silage or greenchop	36,642
Soybeans for beans	27,000
Wheat for grain, all	9,536
Livestock Inventory	**Number**
Broilers/meat-type chickens	632,389
Cattle and calves	145,635
Goals	2,827
Hogs and Pigs	66,976
Horses and ponies	1,088
Layers	1,728,944
Pullets	587,666
Sheep and lambs	4,328
Turkeys	471,918

Table 4.3.15.2.1: Crop and Livestock Numbers for Franklin County (2017)

4.3.15.3 Past Occurrence

According to representatives from the Department of Agriculture, mass food and animal feed contamination events are difficult to capture as they occur because of the lapse in time between infection and manifestation of an illness. Usually, they are isolated events. However, in the past 5 years, Pennsylvania has been involved in the following outbreak events:

Year	Product	Cause	Year	Product	Cause
2022	Ground Beed	E. coli	2019	Hard-Boiled Eggs	Listeria monocytogenes
2022	Unknown Food Source	E. coli	2019	Cut Fruit	Salmonella
2022	Ice Cream	Listeria monocytogenes	2019	Romaine Lettuce	E. coli
2021	Fresh Express Packaged Salads	Listeria monocytogenes	2019	Ground Bison	E. coli
2021	Dole Packaged Salads	Listeria monocytogenes	2019	Papayas	Salmonella
2021	Baby Spinach	E. coli	2019	Flour	E. coli
2021	Salami Sticks	Salmonella	2019	Deli-Sliced Meats & Cheeses	Listeria monocytogenes
2021	Seafod	Salmonella	2018	Romaine Lettuce	E. coli
2021	Onions	Salmonella	2018	Raw Chicken Products	Salmonella
2021	Prepackaged Salads	Salmonella	2018	Chicken	Salmonella
2021	Ground Turkey	Salmonella	2018	Raw Turkey Products	Salmonella
2020	Unknown Food Source	E. coli	2018	Crab Meat	Vibrio parahaemolyticus
2020	Leafy Greens	E. coli	2018	Cereal	Salmonella
2020	Wood Ear Mushrooms	Salmonella	2018	Shell Eggs	Salmonella
2020	Peaches	Salmonella	2018	Romaine Lettuce	E. coli
2020	Onions	Salmonella	2018	Frozen Shredded Coconut	Salmonella
2020	Bagged Salad Mix	Cyclospora			

Table 4.3.15.3.1 Pennsylvania Food and Animal Feed Contamination Events (2018-2022)[92]

This is not an exhaustive list of past occurrences but illustrates that Pennsylvanians have been sickened by contaminations in other states.

[92] CDC, 2023

Since 2006, Pennsylvania has had at least 7 disease outbreaks linked to raw milk consumption, involving almost 200 persons. The outbreaks have been caused most commonly by campylobacter bacteria, with the remainder caused by salmonella.

In 2012, the largest food borne outbreak related to raw milk in the state occurred in Franklin County. The Pennsylvania Department of Health confirmed 78 cases of campylobacter bacteria were connected to unpasteurized milk sold in mid-January. Of the cases, 68 people were sickened in Pennsylvania, 5 in Maryland, 2 in New Jersey and 3 in West Virginia. At least 9 people were hospitalized[93].

4.3.15.4 Future Occurrence

The CDC estimates that 1 in 6 people gets sick from contaminated food each year, but those events are expected to be individualized and small in scope. The focus of this as a hazard is on large-scale contamination and illness. With the aggressive testing and food safety outreach the Department of Agriculture conducts, the overall probability of a mass food or animal feed contamination event is considered ***possible*** as defined in **Section 4.4**.

Food safety depends on strong partnerships. The CDC, the U.S. Food and Drug Administration (FDA), and USDA's Food Safety and Inspection Service collaborate at the federal level to promote food safety. State and local health departments and food industries also play critical roles in all aspects of food safety. CDC provides the vital link between illness in people and the food safety systems of government agencies and food producers. The CDC takes action by:

- Tracking the occurrence of food borne illnesses.
- Managing the DNA fingerprinting network (PulseNet) for food borne illness-causing bacteria in all states to detect outbreaks.
- Facilitating and leading outbreak investigations.
- Monitoring antibiotic-resistant infections.
- Collaborating with state and local health departments to develop new and better methods to detect, investigate, respond to, and control outbreaks.
- Defining the public health burden of food borne illness.
- Attributing illnesses to specific foods and settings.
- Targeting prevention measures to meet food safety goals.
- Providing data and analyses to inform food safety action and policy.

4.3.15.5 Vulnerability Assessment

Communities with large populations of the elderly and the very young are more vulnerable to this kind of an event as they are usually the most susceptible to food borne illnesses. The cost of treating a widespread disease will depend on the virus or bacterium in question, the availability of vaccination or treatment, and the severity of symptoms. The CDC estimates that infections of

[93] Gleiter, Sue, 2012

Salmonella alone create $365 million in direct medical costs annually, some of which would certainly be experienced in Pennsylvania.

The physical plant and facilities of the Commonwealth are not likely to be damaged by a mass food or animal feed contamination event. However, high rates of absenteeism associated with a pandemic or an infectious disease will likely lead to significant economic costs in lost productivity and increased medical costs in nearly all state agencies. Additionally, the 106 agricultural critical facilities would face lost revenues depending on the type and magnitude of the contamination event.

As of November 2017, according to the PA Department of Agriculture, there are 14 licensed animal feed plants in Franklin County.

Figure 4.3.15.5.1 below lists the vulnerability self-assessments of each of the Franklin County municipalities for the Mass Food and Animal Feed Contamination hazard. One can see that only 1 of 22 municipalities rated this threat as either a Major event. Additionally, only 5 of the remaining 21 municipalities rated this as a Moderate threat. This was ranked as the number 24 threat in Franklin County and is considered a Minor threat.

Mass Food and Animal Feed Contamination Hazard Threat Risk Assessment											Risk Factor Scale		
											Catastrophic	3.0 - 4.0	
											Major	2.5 - 2.9	
											Moderate	2.0 - 2.4	
											Minor	1.5 - 1.9	
											Insignificant	1.0 - 1.4	
Municipality	Probability (1-4)	Wt	Impact (1-4)	Wt	Spatial (1-4)	Wt	Warning Time (1-4)	Wt	Duration (1-4)	Wt	Risk Factor (RF)	% of County Population	Contribution to County RF
Antrim Township	2	30%	3	30%	4	20%	4	10%	2	10%	2.9	10.12%	0.2935
Chambersburg Borough	1	30%	2	30%	2	20%	2	10%	2	10%	1.7	14.05%	0.2389
Fannett Township	1	30%	1	30%	1	20%	3	10%	2	10%	1.3	1.59%	0.0207
Greencastle Borough	1	30%	1	30%	2	20%	2	10%	2	10%	1.4	2.73%	0.0382
Greene Township	1	30%	1	30%	1	20%	2	10%	2	10%	1.2	11.82%	0.1418
Guilford Township	1	30%	2	30%	4	20%	2	10%	2	10%	2.1	9.38%	0.1970
Hamilton Township	1	30%	1	30%	1	20%	4	10%	2	10%	1.4	7.29%	0.1021
Letterkenny Township	1	30%	2	30%	3	20%	4	10%	2	10%	2.1	1.58%	0.0332
Lurgan Township	1	30%	1	30%	1	20%	2	10%	2	10%	1.2	1.42%	0.0170
Mercersburg Borough	1	30%	1	30%	1	20%	1	10%	2	10%	1.1	0.97%	0.0107
Metal Township	1	30%	1	30%	1	20%	1	10%	2	10%	1.1	1.13%	0.0124
Mont Alto Borough	1	30%	1	30%	1	20%	1	10%	2	10%	1.1	1.01%	0.0111
Montgomery Township	2	30%	2	30%	2	20%	3	10%	2	10%	2.1	3.68%	0.0773
Orrstown Borough	1	30%	1	30%	1	20%	1	10%	2	10%	1.1	0.14%	0.0015
Peters Township	1	30%	1	30%	1	20%	4	10%	2	10%	1.4	2.86%	0.0400
Quincy Township	1	30%	2	30%	3	20%	1	10%	2	10%	1.8	3.41%	0.0614
Shippensburg Borough	1	30%	1	30%	2	20%	2	10%	2	10%	1.4	0.75%	0.0105
Southampton Township	1	30%	1	30%	1	20%	1	10%	2	10%	1.1	5.49%	0.0604
St Thomas Township	3	30%	2	30%	2	20%	3	10%	2	10%	2.4	3.79%	0.0910
Warren Township	1	30%	1	30%	1	20%	4	10%	2	10%	1.4	0.21%	0.0029
Washington Township	1	30%	1	30%	1	20%	2	10%	2	10%	1.2	9.55%	0.1146
Waynesboro Borough	1	30%	3	30%	3	20%	2	10%	2	10%	2.2	7.02%	0.1544
Municipal Weighted Average Risk Factor (RF)													1.731

Figure 4.3.15.5.1: Municipal Mass Food/Animal Feed Contamination Threat Vulnerability Self-Assessment

The major identified environmental impact of mass food and animal feed contamination is, if there were to be a mass killing of animals, how to deal with the waste disposal of what could be a significant number of animals. If this waste disposal is not planned for, rotting carcasses could cause environmental degradation in the form of water pollution. They might also have a role in spreading infectious disease. Additionally, there are primary impacts to public health and to the agricultural economy in Pennsylvania. Should there be a mass food or animal feed contamination event, even if the event is not focused in Pennsylvania, the potential losses from fear-based cancellation of food orders could be devastating. This would also cause a surplus of animals on Pennsylvania farms that agricultural producers cannot feed but also cannot sell.

4.3.15.6 Community Lifeline Integration

Potential impacts to the Community Lifelines for a Mass Food/Animal Feed Contamination event are shown below. There is potential for significant impacts to one lifeline (Food, Water, Shelter), possible impacts to three lifelines (Safety & Security, Health & Medical, and Energy) and minimal impacts expected for the remaining lifelines.

4.3.16 Nuclear Incident

Nuclear accidents themselves are classified into 3 categories:

- **Criticality accidents:** Involves loss of control of nuclear assemblies or power reactors.
- **Loss-of-coolant accidents:** Occurs whenever a reactor coolant system experiences a break or opening large enough so that the coolant inventory in the system cannot be maintained by the normally operating make-up system.
- **Loss-of-containment accidents:** Involves the release of radioactivity from materials such as tritium, fission products, plutonium, and natural, depleted, or enriched uranium. Points of release have been containment vessels at fixed facilities or damaged packages during transportation accidents.

Nuclear facilities must notify the appropriate authorities in the event of an accident. The Nuclear Regulatory Commission (NRC) uses 4 classification levels for nuclear incidents[94]:

- **Unusual Event:** Under this category, events are in process or have occurred which indicate potential degradation in the level of safety of the plant. No release of radioactive material requiring offsite response or monitoring is expected unless further degradation occurs.
- **Alert:** If an alert is declared, events are in process or have occurred which involve an actual or potential substantial degradation in the level of safety of the plant. Any releases of radioactive material from the plant are expected to be limited to a small fraction of the EPA Protective Action Guides (PAGs).

[94] Nuclear Regulatory Commission

- **Site Area Emergency:** A site area emergency involves events in process or which have occurred that result in actual or likely major failures of plant functions needed for protection of the public. Any releases of radioactive material are not expected to exceed the EPA PAGs except near the site boundary.

- **General Emergency:** A general emergency involves actual or imminent substantial core damage or melting of reactor fuel with the potential for loss of containment integrity. Radioactive releases during a general emergency can reasonably be expected to exceed the EPA PAGs for more than the immediate site area.

The accident at the Three Mile Island Generating Station in March 1979 remains the nation's only nuclear incident at the *General Emergency level* and remains the worst nuclear incident on record in the Commonwealth and the nation. During this incident, equipment malfunctions, design-related problems, and worker errors led to a partial meltdown of the TMI Unit 2 reactor core.

4.3.16.1 Location and Extent

Through a Memorandum of Understanding (MOU), the Nuclear Regulatory Commission (NRC) and FEMA share federal oversight for nuclear/radiological emergency response planning matters for licensed nuclear power plants. Their mutual efforts will be directed toward more effective plans and related preparedness measures at and in the vicinity of nuclear reactors and fuel cycle facilities. The MOU between the agencies was signed on January 14, 1980, in response to the president's decision of December 7, 1979, stating that FEMA will coordinate all federal planning for the off-site impact of nuclear/radiological emergencies; take the lead for assessing off-site nuclear/radiological emergency response plans and preparedness; make findings and determinations as to the adequacy and capability of implementing off-site plans; and communicate those findings and determinations to the NRC. The NRC reviews those FEMA findings and determinations, in conjunction with the NRC's on-site findings, to determine the overall state of emergency preparedness.

A separate MOU, dated October 22, 1980, deals with NRC and FEMA cooperation and responsibilities in response to an actual or potential nuclear/radiological emergency. Operations Response Procedures have been developed that implement the provisions of the Incident Response MOU. These documents are intended to be consistent with the Federal Radiological Emergency Response Plan, which describes the relationships, roles, and responsibilities of federal agencies for responding to accidents involving peacetime nuclear/radiological emergencies.

Portions of Franklin County are within the Ingestion Exposure Pathway Emergency Planning Zone (EPZ) (within 50 miles) of the TMI facility in Dauphin County. The other 4 nuclear plants in Pennsylvania are more than 50 miles away from Franklin County; this distance exceeds the Plume-Exposure and Ingestion Exposure Pathway EPZs for nuclear emergencies, so these other facilities are considered a minimal threat to the County. **Figure 4.3.16.1.1** illustrates the location of the nuclear facilities in the Commonwealth and their associated ingestion areas.

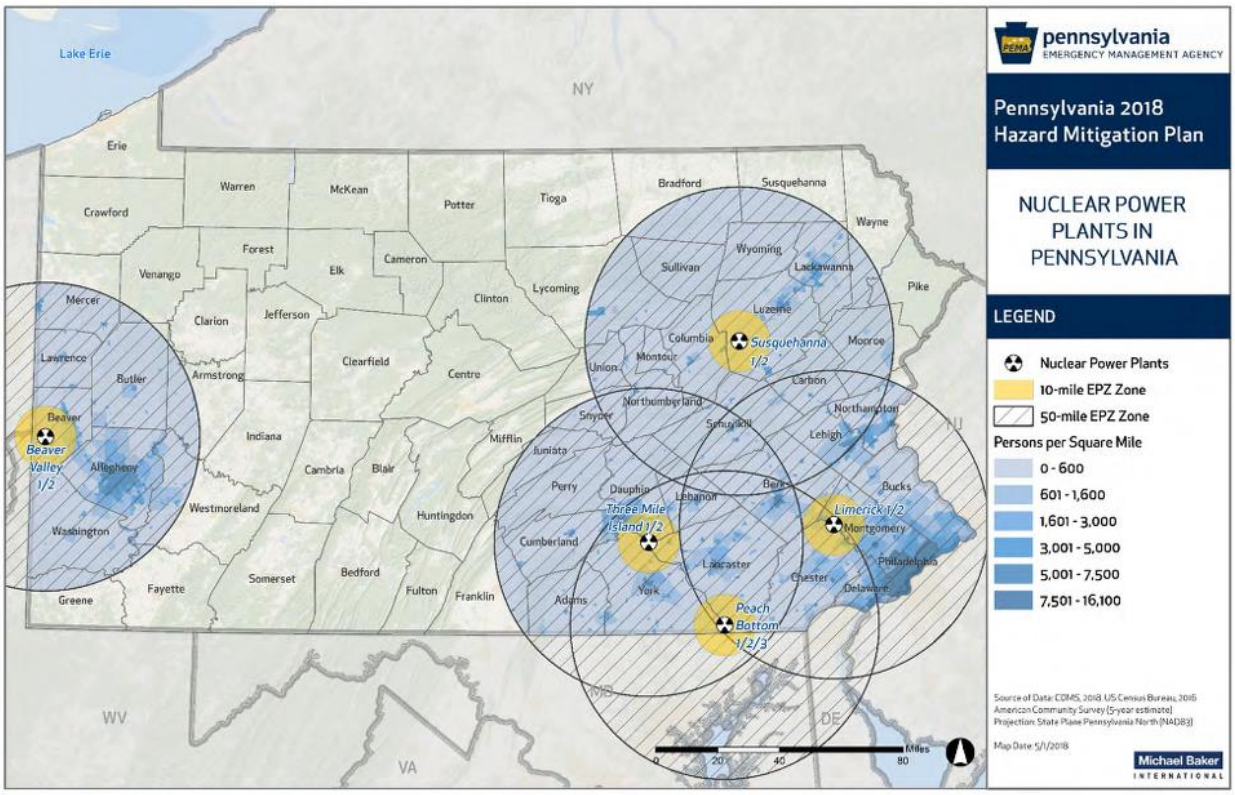


Figure 4.3.16.1.1: Pennsylvania Nuclear Power Plant Locations

The NRC encourages the use of Probabilistic Risk Assessments (PRAs) to estimate quantitatively the potential risk to public health and safety when considering the design, operations, and maintenance practices at nuclear power plants. PRAs typically focus on accidents that can severely damage the core and that may challenge containment. FEMA, PEMA, and county governments have formulated Radiological Emergency Response Plans (RERPs) to prepare for nuclear/radiological emergencies at the 5 nuclear power-generating facilities in the Commonwealth of Pennsylvania. These plans include the following:

- A Plume Exposure Pathway EPZ within a radius of 10 miles from each power plant.
- An Ingestion Exposure Pathway EPZ within a radius of 50 miles from each plant.

Plume Exposure Pathway refers to whole-body external exposure to gamma radiation from the plume and from deposited materials and inhalation exposure from the passing radioactive plume. The duration of primary exposures could range in length from hours to days. The Ingestion Exposure Pathway refers to exposure primarily from ingestion of water or foods such as milk and fresh vegetables that have been contaminated with radiation.

The County RERPs, which are part of the County Emergency Operations Plan, also include the following:

- Preventive and emergency protective actions.

- Response levels and associated protective action guides (PAGs) for food.
- Recommended PAGs within an Ingestion Exposure Pathway EPZ.
- Information for farmers to assist in protection of their livestock and crops from radioactive contamination.

Nuclear facilities must notify the appropriate authorities in the event of an accident. The federally recognized classification levels are Unusual Event, Alert, Site Area Emergency, and General Emergency. After a nuclear/radiological incident, the main concern is the effect on the health of the population near the incident. External radiation, inhalation, and ingestion of radioactive isotopes can cause acute health effects (death, severe health impairment), chronic health effects (cancers), and psychological effects that can affect health. Additional considerations include the long-term effects to the environment and agriculture.

4.3.16.2 Range of Magnitude

TMI is the closest nuclear power plant to Franklin County; portions of the County lie within the Ingestion Exposure Pathway EPZ designated for nuclear/radiological emergencies. The magnitude of a nuclear incident differs for those within the Plume Exposure Pathway EPZ and those within the Ingestion Exposure Pathway EPZ. The Plume Exposure Pathway refers to whole-body external exposure to gamma radiation from a radioactive plume and from deposited materials and inhalation exposure from the passing radioactive plume. The duration of primary exposures could range in length from hours to days. The Ingestion Exposure Pathway refers to exposure primarily from ingestion of water or foods such as milk and fresh vegetables that have been contaminated with radiation.

The worst-case radiological release event would be a major release of radioactive material from the Three Mile Island Nuclear Generating Station. This event would cause a great deal of fear for residents of south central Pennsylvania. In addition, as a support county, Franklin County would be impacted by large numbers of evacuees clogging the county's transportation networks. Finally, there is the potential for radioactive contamination to reach Franklin County, possibly necessitating the evacuation of portions of the county. Specific impacts depend on the extent of the spread of the contamination.

The nuclear industry has adopted pre-determined, site-specific Emergency Action Levels (EALs). The EALs provide the framework and guidance to observe, address, and classify the severity of site-specific events and conditions that are communicated to off-site emergency response organizations[95]. There are additional EALs that specifically deal with issues of security, such as threats of airborne attack, hostile action within the facility, or facility attack. These EALs ensure that appropriate notifications for the security threat are made in a timely manner. Each facility is also equipped with a public alerting system, which includes a number of sirens to alert the public located in the Plume Ingestion Pathway EPZ. This alerting system is activated by the counties of each specific EPZ. Emergency notifications and instructions are communicated to the public via the Emergency Alert System as activated by the PEMA Commonwealth Response Coordination Center (CRCC). State officials also have the capability

[95] Nuclear Regulatory Commission

to send emergency messages as text messages to mobile devices.

4.3.16.3 Past Occurrence

Nuclear incidents rarely occur, but the incident at Three Mile Island is the worst fixed-nuclear facility accident in U.S. history. The resulting contamination and state of the reactor core led to the development of a 14-year cleanup and scientific effort. Additionally, the *President's Commission on the Accident at Three Mile Island* examined the costs of the accident, concluding, "The accident at Three Mile Island on March 28, 1979, generated considerable economic disturbance. Some of the impacts were short term, occurring during the first days of the accident. Many of the impacts were experienced by the local community; others will be felt at the regional and national levels." The report concluded: "It appears clear that the major costs of the TMI Unit 2 accident are associated with the emergency management replacement power and the plant refurbishment or replacement. The minimum cost estimate of nearly $1 billion supports the argument that considerable additional resources can be cost effective if spent to guard against future accidents."

Despite the severity of the damage, no injuries due to radiation exposure occurred. However, numerous studies were conducted to determine the measurable health effects related to radiation and/or stress. More than a dozen epidemiological and stress related studies conducted to date have found no discernible direct health effects to the population in the vicinity of the plant. However, one study conducted by the DOH's Three Mile Island Health Research Program did find evidence of psychological stress[96].

The accident at Three Mile Island had a profound effect on the residents, emergency management community, government officials and nuclear industry, not only in Pennsylvania, but nationwide. There were minimal requirements for off-site emergency planning for nuclear power stations prior to this accident. Afterwards, comprehensive, coordinated, and exercised plans were developed for the state, counties, school districts, special facilities (hospitals, nursing homes and detention facilities) and municipalities to assure the safety of the population. Costs associated with an event at one of the Commonwealth's nuclear facilities, be it real or perceived, are significant. The mitigation efforts put in place immediately following the 1979 accident continue until today. The Commonwealth Nuclear/Radiological plan which is a successor of the original "Annex E" is a result of the Commonwealth's efforts to address the many components of mitigation planning. The comprehensive planning involved with the 5 nuclear facilities is an ongoing effort. Plans are reviewed and amended on an annual basis. Recent amendments to various planning documents and station procedures include the efforts to enhance station security measures and the means to bolster communications and response in the event of terrorist activities.

There have been no significant nuclear incidents at Three Mile Island since the last plan update.

[96] National Energy Institute, 2019

4.3.16.4 Future Occurrence

Pennsylvania is home to the only nuclear power plant *General Emergency* in the nation. Since the Three Mile Island incident, nuclear power has become significantly safer and is one of the most heavily regulated industries in the nation. Despite the knowledge gained since then, there is still the potential for a similar accident to occur again at one of the 5 nuclear generating facilities in the Commonwealth. The Nuclear Energy Agency of the Organization for Economic Co-Operation and Development notes that studies estimate the chance of protective barriers failing in a modern nuclear facility at less than one in 100,000 per year[97]. Nuclear incident occurrences may also occur as a result of intentional actions; these acts are addressed under **Section 4.3.18**: Terrorism.

The probability of future nuclear incidents is ***unlikely***, as defined by the Risk Factor probability criteria (**Section 4.4**). However, if an event were to occur, Franklin County would likely host displaced persons and the agricultural yield could be compromised because the county is at least partially in the 50-mile EPZ.

4.3.16.5 Vulnerability Assessment

Figure 4.3.16.5.1 below lists the vulnerability self-assessments of each of the Franklin County municipalities for the Nuclear Incident hazard. One can see that 5 of 22 municipalities rated this threat as either a Catastrophic or Major event. Of the remaining 17 municipalities, 5 rated Nuclear Incident as a Moderate threat. This was ranked as the number 11 threat in Franklin County and is considered overall to be a Moderate threat.

[97] World Nuclear Association, 2016

Nuclear Incident Hazard Threat Risk Assessment											Risk Factor Scale		
											Catastrophic		3.0 - 4.0
											Major		2.5 - 2.9
											Moderate		2.0 - 2.4
											Minor		1.5 - 1.9
											Insignificant		1.0 - 1.4
Municipality	Probability (1-4)	Wt	Impact (1-4)	Wt	Spatial (1-4)	Wt	Warning Time (1-4)	Wt	Duration (1-4)	Wt	Risk Factor (RF)	% of County Population	Contribution to County RF
Antrim Township	1	30%	4	30%	4	20%	4	10%	4	10%	3.1	10.12%	0.3137
Chambersburg Borough	1	30%	2	30%	2	20%	1	10%	4	10%	1.8	14.05%	0.2529
Fannett Township	1	30%	1	30%	1	20%	1	10%	4	10%	1.3	1.59%	0.0207
Greencastle Borough	1	30%	3	30%	3	20%	2	10%	4	10%	2.4	2.73%	0.0655
Greene Township	1	30%	2	30%	4	20%	4	10%	4	10%	2.5	11.82%	0.2955
Guilford Township	1	30%	2	30%	1	20%	4	10%	4	10%	1.9	9.38%	0.1782
Hamilton Township	1	30%	1	30%	1	20%	4	10%	4	10%	1.6	7.29%	0.1166
Letterkenny Township	1	30%	3	30%	4	20%	4	10%	4	10%	2.8	1.58%	0.0442
Lurgan Township	1	30%	1	30%	1	20%	1	10%	4	10%	1.3	1.42%	0.0185
Mercersburg Borough	1	30%	4	30%	1	20%	4	10%	4	10%	2.5	0.97%	0.0243
Metal Township	1	30%	2	30%	2	20%	1	10%	4	10%	1.8	1.13%	0.0203
Mont Alto Borough	1	30%	1	30%	1	20%	1	10%	4	10%	1.3	1.01%	0.0131
Montgomery Township	1	30%	2	30%	4	20%	3	10%	4	10%	2.4	3.68%	0.0883
Orrstown Borough	1	30%	1	30%	1	20%	1	10%	4	10%	1.3	0.14%	0.0018
Peters Township	1	30%	1	30%	1	20%	4	10%	4	10%	1.6	2.86%	0.0458
Quincy Township	1	30%	3	30%	4	20%	1	10%	4	10%	2.5	3.41%	0.0853
Shippensburg Borough	1	30%	1	30%	4	20%	3	10%	4	10%	2.1	0.75%	0.0158
Southampton Township	1	30%	1	30%	2	20%	1	10%	4	10%	1.5	5.49%	0.0824
St Thomas Township	1	30%	1	30%	1	20%	4	10%	4	10%	1.6	3.79%	0.0606
Warren Township	1	30%	1	30%	4	20%	4	10%	4	10%	2.2	0.21%	0.0046
Washington Township	1	30%	1	30%	1	20%	4	10%	4	10%	1.6	9.55%	0.1528
Waynesboro Borough	1	30%	1	30%	4	20%	4	10%	4	10%	2.2	7.02%	0.1544
Municipal Weighted Average Risk Factor (RF)													2.055

Figure 4.3.16.5.1: Municipal Nuclear Incident Threat Vulnerability Self-Assessment

The effects and impacts of a nuclear/radiological threat depend on the type of radiation released, the duration of the release, the volume of the release, and the existing weather conditions, such as wind speed and direction. Franklin County is located within the 50-mile ingestion zone for the TMI facility.

The County's primary vulnerability to nuclear incidents comes in the form of food, soil, and water contamination. In terms of vulnerable land, the 269,530 acres of farmland held in Franklin County's 1,581 farms are vulnerable to radiological contamination in a nuclear incident[98]. In 2017, the market value of all agricultural products of these farms exceeded $476 million. While unlikely that all agricultural products would be lost in the event of a nuclear incident, the County could expect some portion of that $476 million to be lost. Time of year also impacts the vulnerability and losses estimated for a nuclear incident; an incident that occurs during the prime growing and harvesting season will have a larger impact on the County. For example, the incident at Three Mile Island occurred in the off-season; as a result, the Pennsylvania

[98] USDA, 2017

Department of Agriculture estimated that agricultural losses for the entire Commonwealth were not more than $1 million.

Water contamination is also a concern in nuclear incidents. There are 9 large water systems in the county such as Chambersburg, Guilford, Bear Valley and so forth. There are approximately 30 community systems in the county; many of these serve mobile home parks, villages, and small developments in rural areas. Approximately 65 % of the households are on public water with 35% on private wells or cisterns. They are all vulnerable to the effects of a nuclear incident.

4.3.16.6 Community Lifeline Integration

Potential impacts to the Community Lifelines for lightning are shown below. There is potential for significant impacts to four lifelines (Safety & Security, Energy, Transportation, & Hazardous Materials) and possible impacts expected for the remaining lifelines.

4.3.17 Opioid Addiction Response

Opioid addiction occurs when an individual becomes physically dependent on opioid, a class of drugs that reduces pain. Opioid is used as a broad term and includes opiates, which are drugs naturally extracted from certain types of poppy plants, and narcotics. Opioids can also be synthetically made to emulate opium. According to the Drug Enforcement Administration (DEA) opioids come in various forms: tablets, capsules, skin patches, powder, chunks in various colors from white to shades of brown and black, liquid form for oral use and injection, syrups, suppositories, and lollipops. The Centers for Disease Control and Prevention (CDC) defines the following as the three most common types of opioids:

- Prescription Opioids: Opioid medication prescribed by doctors for pain treatment. Prescription opioids can be synthetic-oxycodone (OxyContin) or hydrocodone (Vicodin), or natural, like morphine.
- Fentanyl: A powerful synthetic opioid that is 50 to 100 times more powerful that morphine and used for treating severe pain. Illegally made and distributed fentanyl is becoming more prevalent.
- Heroin: An illegal natural opioid processed from morphine and is also becoming more commonly used in the United States.

Opioids are highly addictive. They block the body's ability to feel pain and can create a sense of euphoria. Additionally, individuals often build a tolerance to opioids, which can lead to misuse and overdose.

The CDC estimates that nearly 23 out of every 100,000 Franklin County residents died from opioid-related overdoses in 2021, lower than the state rate of opioid-related deaths of approximately 36.1 out of 100,000 people[99]. The majority of overdose deaths within Franklin County were observed within the 25-44 age range, accounting for 62% of reported deaths from 2018-2022[100].

Range of Magnitude

Opioid addiction can lead to overdose, which can be fatal. The most dangerous side effect of an opioid overdose is depressed breathing. The lack of oxygen to the brain causes permanent brain damage, leading to organ failure, and eventually, death. Signs and symptoms include respiratory depression, drowsiness, disorientation, pinpoint pupils, and clammy skin.

Opioid addiction can also be passed from mother to child in the womb, resulting in a condition known as neonatal abstinence syndrome. According to a 2019 Neonatal Abstinence Syndrome Report, Franklin County had 26 cases of neonatal abstinence syndrome between two facilities. Twenty-five of these cases were residents of Franklin County[101].

First responders—paramedics, police officers, and fire fighters, are also affected by Pennsylvania's opioid addiction crisis. In addition to the crisis consuming time and resources, first responders also face exposure risk, particularly to synthetic fentanyl. According to the DEA, it takes two milligrams of fentanyl to induce respiratory depression, arrest, and possibly death. Since fentanyl is indistinguishable from several other narcotics and powdered substances, first responders must take extra precaution when dealing with calls related to drug abuse (DEA, 2023)[102].

Past Occurrence

OverdoseFreePA found that opioids are the main cause of drug-related overdoses and deaths, being responsible for nearly seventy-five percent of drug-related deaths in Franklin County from 2017-2021[103].

Though the opioid addiction crisis is complex and unprecedented, it is widely acknowledged that the opioid crisis began in the late 1990s when pharmaceutical companies introduced opioid-

[99] CDC, 2023
[100] OverdoseFREEPA, 2023
[101] PA DOH, 2021
[102] US DEA, 2023
[103] OverdoseFREEPA, 2023

based pain medication, such as OxyContin, Percocet, and Vicodin. As these drugs became more frequently prescribed, misuse and overdose increased and it became clear that prescription opioids were highly addictive[104].

Future Occurrence

Unlike many counties, Franklin County has not seen a rise in opioid related deaths over the last several years, with drug-related death rates remaining relatively steady between 2017 and 2021. However, future occurrences of opioid addiction and misuse, overdose, and fatalities are unclear as the state moves forward with overdose prevention initiatives. In January 2018, Governor Tom Wolf declared Pennsylvania's opioid addictions epidemic a disaster emergency. This declaration should enhance coordination and data collection between state and local responders, improve tools for families and first responders, and expand treatment access. The declaration also improves access to naloxone, a lifesaving drug that reverses the effects of a drug-overdose. In addition, a new Opioid Coordination Group has is housed within the Pennsylvania Emergency Management Agency. In order to help combat overdoses, Franklin County established an Overdose Task Force to create effective and lasting solutions to eliminate overdoses. Their focus includes providing awareness, education, outreach, hope and healing through community involvement and collaboration.

Vulnerability Assessment

Figure **4.3.17.5.1** below lists the vulnerability self-assessments of each of the Franklin County municipalities for the Opioid Addiction Response hazard. One can see that only 3 of 22 municipalities rated this threat as either a Major or Catastrophic event. This is a Minor threat ranked 19 overall for Franklin County.

[104] US DOH, 2023

Opioid Addiction Response Hazard Threat Risk Assessment											Risk Factor Scale	
											Catastrophic	3.0 - 4.0
											Major	2.5 - 2.9
											Moderate	2.0 - 2.4
											Minor	1.5 - 1.9
											Insignificant	1.0 - 1.4
Municipality	Probability (1-4)	Wt	Impact (1-4)	Wt	Spatial (1-4)	Wt	Warning Time (1-4)	Wt	Duration (1-4)	Wt	Risk Factor (RF)	% of County Population	Contribution to County RF
Antrim Township	3	30%	1	30%	1	20%	4	10%	1	10%	1.9	10.12%	0.1923
Chambersburg Borough	2	30%	1	30%	1	20%	2	10%	1	10%	1.4	14.05%	0.1967
Fannett Township	2	30%	1	30%	3	20%	1	10%	1	10%	1.7	1.59%	0.0270
Greencastle Borough	2	30%	2	30%	2	20%	4	10%	1	10%	2.1	2.73%	0.0573
Greene Township	4	30%	2	30%	3	20%	1	10%	1	10%	2.6	11.82%	0.3073
Guilford Township	2	30%	2	30%	1	20%	4	10%	1	10%	1.9	9.38%	0.1782
Hamilton Township	2	30%	1	30%	2	20%	4	10%	1	10%	1.8	7.29%	0.1312
Letterkenny Township	2	30%	3	30%	1	20%	4	10%	1	10%	2.2	1.58%	0.0348
Lurgan Township	1	30%	1	30%	1	20%	2	10%	1	10%	1.1	1.42%	0.0156
Mercersburg Borough	2	30%	2	30%	1	20%	1	10%	1	10%	1.6	0.97%	0.0155
Metal Township	1	30%	1	30%	1	20%	1	10%	1	10%	1.0	1.13%	0.0113
Mont Alto Borough	1	30%	1	30%	1	20%	1	10%	1	10%	1.0	1.01%	0.0101
Montgomery Township	4	30%	3	30%	4	20%	4	10%	1	10%	3.4	3.68%	0.1251
Orrstown Borough	1	30%	1	30%	1	20%	1	10%	1	10%	1.0	0.14%	0.0014
Peters Township	2	30%	1	30%	1	20%	4	10%	1	10%	1.6	2.86%	0.0458
Quincy Township	2	30%	1	30%	1	20%	1	10%	1	10%	1.3	3.41%	0.0443
Shippensburg Borough	2	30%	1	30%	1	20%	4	10%	1	10%	1.6	0.75%	0.0120
Southampton Township	2	30%	1	30%	1	20%	4	10%	1	10%	1.6	5.49%	0.0878
St Thomas Township	1	30%	1	30%	1	20%	4	10%	1	10%	1.3	3.79%	0.0493
Warren Township	3	30%	2	30%	3	20%	1	10%	1	10%	2.3	0.21%	0.0048
Washington Township	1	30%	2	30%	1	20%	4	10%	1	10%	1.6	9.55%	0.1528
Waynesboro Borough	4	30%	3	30%	1	20%	4	10%	1	10%	2.8	7.02%	0.1966
Municipal Weighted Average Risk Factor (RF)													1.897

Figure 4.3.17.5.1: Municipal Opioid Addiction Response Threat Vulnerability Self-Assessment

4.3.17.6 Community Lifeline Integration

Potential impacts to the Community Lifelines for Opioid Addiction Response are shown below. There is potential for significant impacts to one lifeline (Health & Medical), possible impacts for one lifeline (Safety & Security) and minimal impacts expected for the remaining lifelines.

4.3.18 Pandemic and Infectious Disease

A pandemic is the sudden outbreak of a new infectious disease that spreads easily from one person to another and attacks the population of an extensive region, including several countries and/or continents. There have been 5 flu pandemics during the last century; the Spanish Flu, the Asian Flu, the Hong Kong Flu, the Swine Flu, and recently COVID-19.

Generally, pandemic diseases cause sudden, pervasive illness in all age groups on a global scale. Pandemic events cover a wide geographic area and can affect large populations, depending on the disease. The exact size and extent of an infected population is dependent upon how easily the illness is spread, the mode of transmission, and the amount of contact between infected and non-infected persons.

4.3.18.1 Location and Extent

Franklin County is primarily concerned with the possibility of pandemic outbreaks of various forms of influenza, West Nile Virus, or the Zika virus. Pandemic influenza planning began in response to the H5N1 (avian) flu outbreak in Asia, Africa, Europe, the Pacific and the Near East in the late 1990s and early 2000s. H5N1 did not reach pandemic proportions in the United States, but the county began actively planning for an occurrence of an influenza pandemic. As stated in the Pennsylvania Department of Health Influenza Pandemic Response Plan, "an influenza pandemic is inevitable and will probably give little warning"[105]. Influenza, also known as "the flu", is a contagious disease that is caused by the influenza virus and most commonly attacks the respiratory tract in humans. Influenza is considered to have pandemic potential if it is novel, meaning that people have no immunity to it, virulent, meaning that it causes deaths in normally healthy individuals, and easily transmittable from person-to-person.

Listed below are basic descriptions of identified diseases with identified pandemic potential and their expected impact:

- The Bird Flu is a disease of wild, domesticated, and farm birds. The newer type of bird flu referred to as highly pathogenic avian influenza (HPAI) H5N1 is of concern. HPAI has the potential to spread to humans who have had direct or close contact with sick or dead poultry that were infected with the virus. Human infections are considered to be rare, but 60% of those infected have died. Most cases of human transmission have occurred in other countries; however, the first case of human infection in the Americas was reported in Canada in January 2014.

- The West Nile Virus is carried by mosquitoes and can infect birds, animals and people. Most species of mosquitoes found in Pennsylvania do not carry the virus. In some cases, the virus could cause encephalitis in humans, which is an infection of the brain. The peak season is usually April through October.

[105] DOH, 2005

- Influenza continues to remain a concern in Pennsylvania due to the potential to spread quickly. Between October 2, 2021 and February 4, 2023, there were 3,335 confirmed cases of influenza in Franklin County[106]. It is estimated that the numbers are much higher because most do not seek treatment for this virus. According to the Pennsylvania Department of Health, it is estimated that 5 to 20 percent of Pennsylvanians contract the flu each year, and 120 to 2,000 die from complications associated with influenza.

- The Zika virus is a mosquito-borne flavivirus that is transmitted primarily by Aedes mosquitoes. According to the World Health Organization, it is of particular concern because it is believed to cause microcephaly and Guillani-Barre syndrome. It has also been linked to other neurological complications.

- COVID-19 is a novel coronavirus that started in Wuhan, China in December of 2019. It was declared a pandemic by the CDC & WHO on 3/11/2020. Community transmission of this novel virus is still occurring, but Franklin County has not recently experienced any substantial increases in cases. Vaccines were approved in December 2020 and are widely available now.

4.3.18.2 Range of Magnitude

The magnitude of a pandemic in Franklin County will range significantly depending on the aggressiveness of the virus in question and the ease of transmission. Pandemic influenza is fairly easily transmitted from person-to-person compared to West Nile, but advances in medical technologies have greatly reduced the number of deaths caused by influenza over time. In terms of lives lost, the impact various pandemic influenza outbreaks have had globally over the last century has declined. The 1918 Spanish Flu pandemic remains the worst-case pandemic event on record. Nearly 24,000 Pennsylvanians died during the first month of the disease. It is estimated that 350,000 Pennsylvanians had been struck with the flu, about 150,000 of whom were from Philadelphia alone[107].

In contrast, the severity of illness from recent influenza viruses has varied, with the gravest cases occurring mainly among those considered at high risk. High risk populations considered more vulnerable include children, the elderly, pregnant women, and chronic disease patients with reduced immune system capacity. Most people infected with H1N1 (swine flu) in 2009 and 2010 outbreak recovered without needing medical treatment. This strain of the flu has continued to circulate in the United States. The 2014 season is the first since 2009 that H1N1 has been so predominant in the United States.

The magnitude of a pandemic may be exacerbated by the fact that pandemics occur over large areas and will cause outbreaks across the United States, thus limiting the ability to transfer assistance from one jurisdiction to another. Additionally, effective preventative and therapeutic measures, including vaccines and other medication, will likely be in short supply or will not be available.

[106] DOH, 2023
[107] FluTracker.com

There are no true environmental impacts in pandemic disease outbreaks, but there may be significant economic and social costs beyond the possibility of deaths. Widespread illness may increase the likelihood of shortages of personnel to perform essential community services. In addition, high rates of illness and worker absenteeism occur within the business community, and these contribute to social and economic disruption. Social and economic disruptions could be temporary but may be amplified in today's closely interrelated and interdependent systems of trade and commerce. Social disruption may be greatest when rates of absenteeism impair essential services, such as power, transportation, and communications.

4.3.18.3 Past Occurrence

The first cases of the West Nile virus in humans in Pennsylvania occurred in 2001[108]. West Nile Virus has been found in Franklin County. In 2022, there were 86 positive mosquito samples in Franklin County and 2 confirmed human cases.

In 2021, there were 2 CDC confirmed cases of Zika virus in the United States, both of which were travel-associated. There have been no **Figure 4.3.18.3.1** below illustrates the distribution of Zika cases throughout the United States in 2017, after large outbreaks occurred in 2015 and 2016. Starting in 2017, the number of Zika virus cases started to decline in the United States and there have been no confirmed cases from United States territories since 2019.

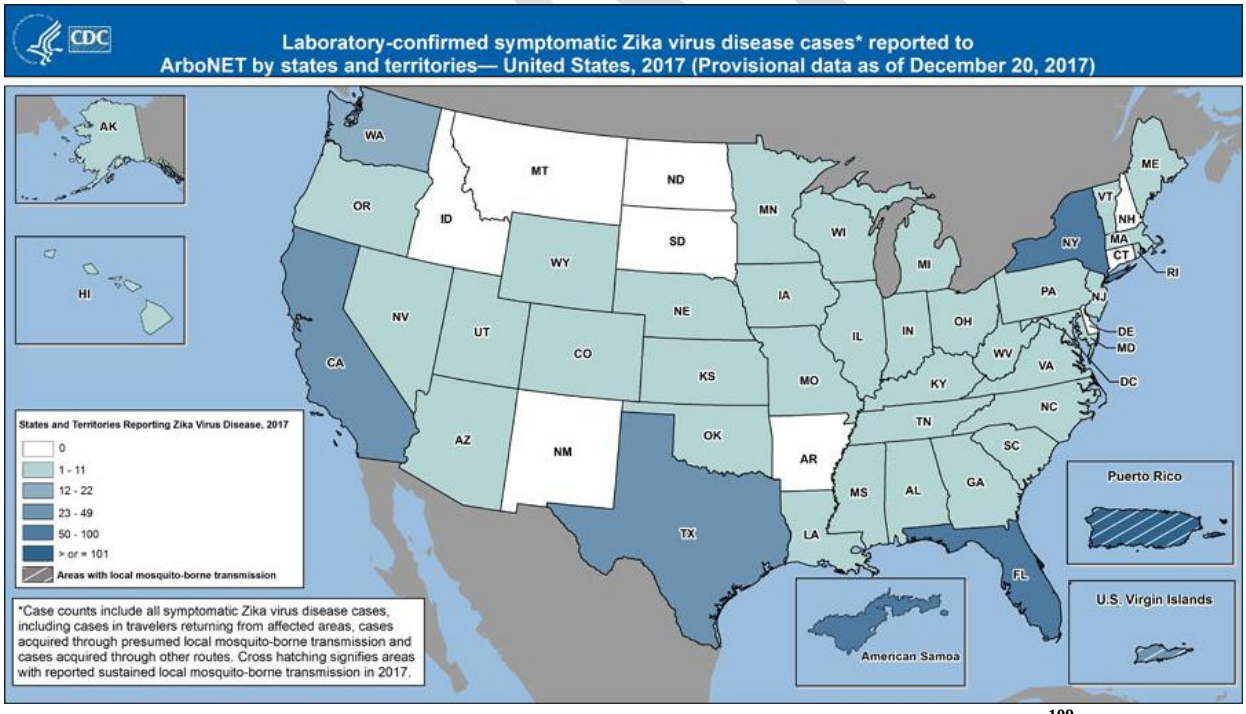


Figure 4.3.18.3.1: Confirmed Cases of Zika Virus in the United States (2017)[109]

[108] DOH, 2001
[109] CDC, 2017

There have been several pandemic influenza outbreaks which have occurred over the past 100 years. A list of events worldwide is shown in **Table 4.3.18.3.1**.

Years	Name	Subtype	Extent of Outbreak
2020-Present	COVID-19	Novel Coronavirus	Ongoing Pandemic
2009-2010	Swine Flu	H1N1	Estimated Deaths: USA: 12,469 World-wide: 575,000
1968-1969	Hong Kong Flu	H3N2	Estimated Deaths: USA: 34,000 World-wide: 700,000
1957-1958	Asian Flu	H2N2	Estimated Deaths: USA: 70,000 World-wide: 1-2 million
1918-1919	Spanish Flu	H1N1	Estimated Deaths: USA: 675,000 World-wide: 50 million

Table 4.3.18.3.1: Influenza Outbreaks in Past 100 Years

Deaths occurred in the United States as a result of the Spanish Flu, Asian flu, and Hong Kong Flu outbreaks. The Spanish Flu claimed 675,000 lives in the United States, and there were 350,000 cases in Pennsylvania. This outbreak affected healthy adults between 20-50 years old. Most deaths resulting from the Asian Flu occurred between September 1957 and March 1958. There were about 70,000 deaths in the United Sates and approximately 15% of the population of Pennsylvania was affected. The Asian Flu affected both the very young and the very old.

The first cases of the Hong Kong Flu in the U.S. were detected in September 1968 with deaths peaking between December 1968 and January 1969[110]. Those most affected by this flu were the very old and those with underlying medical conditions.

Franklin County mirrors the rest of the world with Influenza being the most prevalent and most likely disease to reach pandemic proportions. **Table 4.3.18.3.2** shows the total number of confirmed cases of Influenza in the county since 2013. The figures for the 2022/2023 season are only partial, but it can be seen that we have exceeded total numbers for any of the previous 9 seasons and we still have 7 months to go. Flu data for the 2020/2021 and 2021/2022 seasons were unavailable due to the COVID-19 Pandemic.

[110] GlobalSecurity.org

Flu Season	Inclusive Dates	Influenza Type			Total
		A	B	Unidentified	
2022/2023*	10/02/2022 – 2/4/2023*	3315	20	--	3335*
2021/2022**	--	--	--	--	--**
2020/2021**	--	--	--	--	--**
2019/2020	9/29/2019 – 9/26/2020	567	421	0	988
2018/2019	9/30/2018 – 9/28/2019	668	18	0	686
2017/2018	10/1/2017 – 9/29/2018	995	413	0	1408
2016/2017	10/2/2016 – 9/30/2017	709	285	0	994
2015/2016	10/4/2015 – 10/1/2016	371	194	0	565
2014/2015	9/28/2014 – 10/3/2015	797	113	1	911
2013/2014	9/29/2013 – 9/27/2014	413	36	1	450
* Indicates incomplete data for the 2022/2023 flu season					
** Indicates no data available due to the COVID-19 Pandemic					

Table 4.3.18.3.2: Franklin County Influenza Cases (2013-2023)[111]

4.3.18.4 Future Occurrence

The precise timing of pandemic influenza is uncertain, but occurrences are most likely when the influenza Type A virus makes a dramatic change, or antigenic shift, that results in a new or "novel" virus to which the population has no immunity. This emergence of a novel virus is the first step toward a pandemic[112]. That is what happened with COVID-19.

West Nile Virus could potentially impact Franklin County in the future as it is carried and spread by mosquitoes. The probability of the virus infecting animals or humans in the county is low, because most species of mosquitoes found in Pennsylvania don't carry the virus, and the state as a whole has taken precautions to avoid the spread of the virus such as killing mosquito larvae and by monitoring birds, mosquitoes, people, and horses.

Influenza is already a problem in the county and with the strain that has hit in the 2022/2023 flu season, it is set to be the worst season in at least a decade. This strain will not reach pandemic

[111] DOH, 2023
[112] CDC

levels, but it is an indication that as the virus mutates and inherits resistance to antibiotics, a pandemic is a distinct possibility in the near future.

The whole country is in the midst of the COVID-19 pandemic. Vaccines were approved in December 2020 for front-line workers, and are widely available now for people 12 and over. There have been several "variants" of the virus and this is still an ongoing problem.

On the whole, the future probability of the pandemic event in Franklin County can be considered ***highly likely*** as defined by the Risk Factor ranking probability criteria (see **Section 4.4**).

4.3.18.5 Vulnerability Assessment

Figure 4.3.18.5.1 below lists the vulnerability self-assessments of each of the Franklin County municipalities for the Pandemic and Infectious Disease hazard. One can see that 10 of 22 municipalities rated this threat as either a Catastrophic or Major event. Additionally, 4 of the remaining 15 municipalities rated this as a Moderate threat. This ranked as the number 2 threat in Franklin County and is considered a Major threat.

Pandemic and Infectious Disease Hazard Threat Risk Assessment											Risk Factor Scale		
											Catastrophic	3.0 - 4.0	
											Major	2.5 - 2.9	
											Moderate	2.0 - 2.4	
											Minor	1.5 - 1.9	
											Insignificant	1.0 - 1.4	
Municipality	Probability (1-4)	Wt	Impact (1-4)	Wt	Spatial (1-4)	Wt	Warning Time (1-4)	Wt	Duration (1-4)	Wt	Risk Factor (RF)	% of County Population	Contribution to County RF
Antrim Township	3	30%	3	30%	4	20%	4	10%	4	10%	3.4	10.12%	0.3441
Chambersburg Borough	1	30%	2	30%	2	20%	2	10%	4	10%	1.9	14.05%	0.2670
Fannett Township	2	30%	1	30%	3	20%	1	10%	4	10%	2.0	1.59%	0.0318
Greencastle Borough	3	30%	3	30%	3	20%	2	10%	4	10%	3.0	2.73%	0.0819
Greene Township	4	30%	3	30%	4	20%	1	10%	4	10%	3.4	11.82%	0.4019
Guilford Township	3	30%	3	30%	4	20%	1	10%	4	10%	3.1	9.38%	0.2908
Hamilton Township	2	30%	2	30%	2	20%	1	10%	4	10%	2.1	7.29%	0.1531
Letterkenny Township	2	30%	3	30%	3	20%	1	10%	4	10%	2.6	1.58%	0.0411
Lurgan Township	1	30%	1	30%	1	20%	3	10%	4	10%	1.5	1.42%	0.0213
Mercersburg Borough	1	30%	1	30%	1	20%	1	10%	4	10%	1.3	0.97%	0.0126
Metal Township	2	30%	1	30%	2	20%	1	10%	4	10%	1.8	1.13%	0.0203
Mont Alto Borough	1	30%	1	30%	3	20%	1	10%	4	10%	1.7	1.01%	0.0172
Montgomery Township	4	30%	2	30%	4	20%	3	10%	4	10%	3.3	3.68%	0.1214
Orrstown Borough	1	30%	1	30%	1	20%	1	10%	4	10%	1.3	0.14%	0.0018
Peters Township	1	30%	1	30%	1	20%	4	10%	4	10%	1.6	2.86%	0.0458
Quincy Township	2	30%	1	30%	2	20%	1	10%	4	10%	1.8	3.41%	0.0614
Shippensburg Borough	2	30%	2	30%	4	20%	1	10%	4	10%	2.5	0.75%	0.0188
Southampton Township	2	30%	2	30%	2	20%	1	10%	4	10%	2.1	5.49%	0.1153
St Thomas Township	3	30%	2	30%	3	20%	1	10%	4	10%	2.6	3.79%	0.0985
Warren Township	3	30%	3	30%	3	20%	2	10%	4	10%	3.0	0.21%	0.0063
Washington Township	1	30%	2	30%	3	20%	1	10%	4	10%	2.0	9.55%	0.1910
Waynesboro Borough	4	30%	3	30%	4	20%	1	10%	4	10%	3.4	7.02%	0.2387
Municipal Weighted Average Risk Factor (RF)													2.582

Figure: 4.3.18.5.1: Municipal Pandemic and Infectious Disease Threat Vulnerability Self-Assessment

Certain population groups are at higher risk of pandemic flu infection. This population group includes people 65 years and older, children younger than 5 years old, pregnant women, and people of any age with certain chronic medical conditions. Such conditions include but are not limited to diabetes, heart disease, asthma, and kidney disease[113]. Schools, convalescent centers, and other institutions serving those younger than 5 years old and older than 65 years old are locations conducive to faster transmission of pandemic influences since populations identified as being at high risk are concentrated at these facilities. Due to these possibilities, we may need to take precautions like social distancing or the use of dust masks (similar to those used in some Asian countries) to stem the spread of these viruses as a mitigation action in the future.

[113] CDC

4.3.18.6 Community Lifeline Integration

Potential impacts to the Community Lifelines for Pandemic and Infectious Disease are shown below. There is potential for significant impacts to one lifeline (Health & Medical), possible impacts for one lifeline (Safety & Security) and minimal impacts expected for the remaining lifelines.

4.3.19 Radon Exposure

Radon is a cancer-causing natural radioactive gas that you can't see, smell, or taste. It is a large component of the natural radiation that humans are exposed to and can pose a serious threat to public health when it accumulates in poorly ventilated residential and occupation settings. According to the U.S. Environmental Protection Agency (EPA), Radon is estimated to cause approximately 21,000 lung cancer deaths per year, second only to smoking as the leading cause of lung cancer[114]. An estimated 40% of the homes in Pennsylvania are believed to have elevated Radon levels[115]. This section provides a profile and vulnerability assessment for the Radon exposure hazard.

4.3.19.1 Location and Extent

Radioactivity caused by airborne Radon has been recognized for many years as an important component in the natural background radioactivity exposure of humans. It was not until the 1980s that the wide geographic distribution of elevated values in houses and the possibility of extremely high Radon values in houses were recognized. In 1984, routine monitoring of employees leaving the Limerick nuclear power plant near Reading, PA, showed that readings on Mr. Stanley Watras frequently exceeded expected radiation levels, yet only natural, nonfission- product radioactivity was detected on him. Radon levels in his home were detected around 2,500 pico Curies per Liter (pCi/L), much higher than the 4 pCi/L guideline of the EPA or even the 67 pCi/L limit for uranium miners. As a result of this event, the Reading Prong section of Pennsylvania where Mr. Watras lived became the focus of the first large-scale Radon scare in the world.

However, Radon (i.e. 222Rn), which has a half-life of 3.8 days, is a widespread hazard. The

[114] EPA
[115] DEP, 2016

distribution of Radon is correlated with the distribution of Radium (i.e. 226Ra), its immediate radioactive parent, and with Uranium, its original ancestor. Due to the short half-life of Radon, the distance that Radon atoms can travel from their parent before decay is generally limited to distances of feet or tens of feet. Three (3) sources of Radon in houses are now recognized:

- Radon in soil air that flows into the house;
- Radon dissolved in water from private wells and exsolved during water usage (this is rarely a problem in Pennsylvania); and
- Radon emanating from Uranium-rich building materials (e.g. concrete blocks or gypsum wallboard)(this is not known to be a problem in Pennsylvania)[116].

Figure 4.3.19.1.1 illustrates radon entry points into a home.

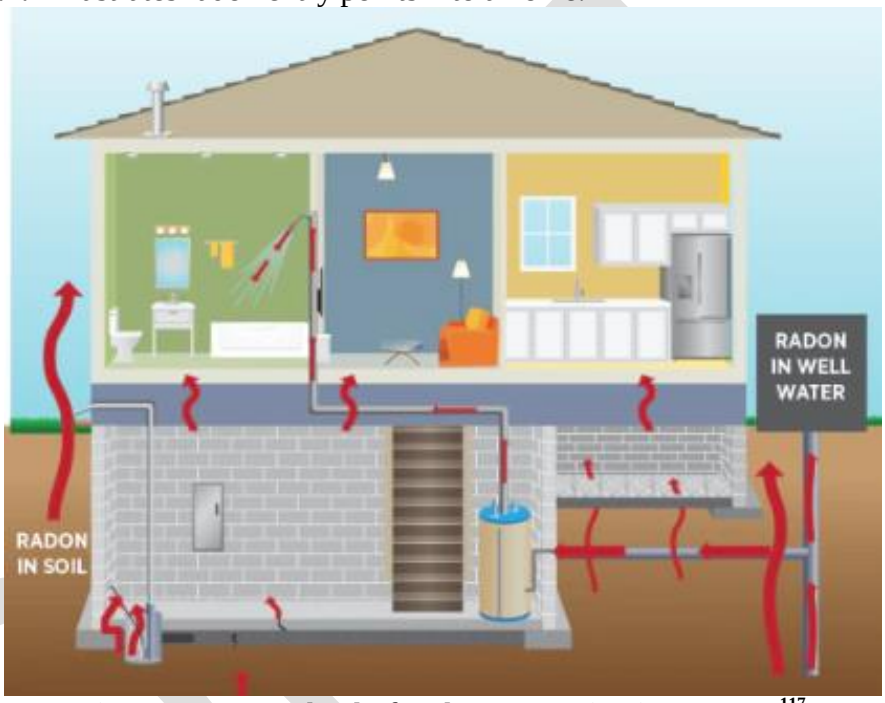


Figure 4.3.19.1.1: Sketch of Radon Entry Points into a House[117]

Each county in Pennsylvania is classified as having a low, moderate, or high Radon hazard potential. A majority of counties across the Commonwealth, particularly counties in eastern Pennsylvania, have a high hazard potential. The average indoor Radon screening level for these counties is greater than 4 pCi/L. Franklin County is located in Zone 1 – High Radon Potential as noted in **Figure 4.3.19.1.2** below.

[116] EPA, 1983
[117] Commonwealth of Massachusetts, 2023

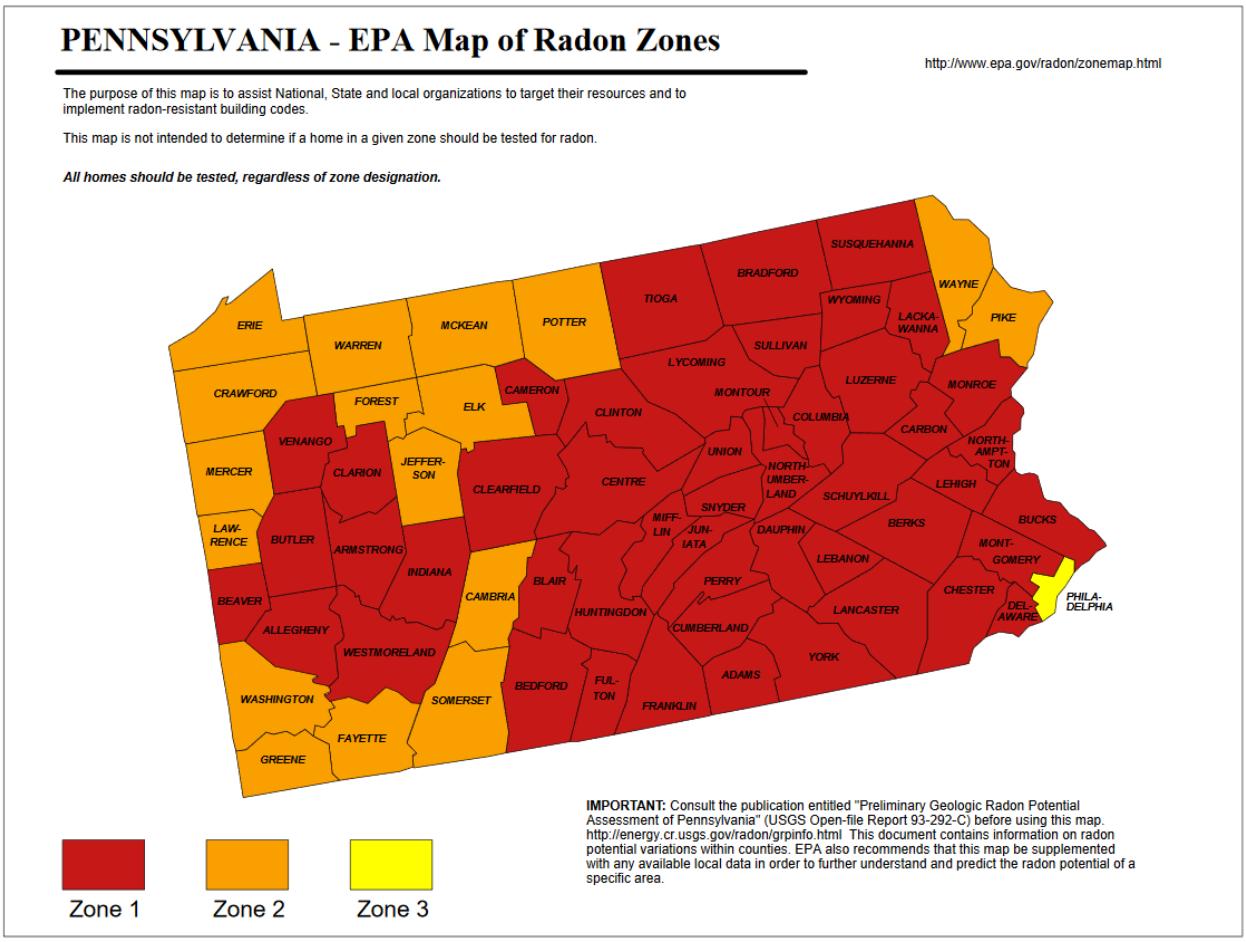


Figure 4.3.19.1.2: Radon Hazard Zones in Pennsylvania (2022)[118]

High Radon levels were initially thought to be exacerbated in houses that are tightly sealed, but it is now recognized that rates of air flow into and out of houses, plus the location of air inflow and the radon content of air in the surrounding soil, are key factors in Radon concentrations. Outflows of air from a house, caused by a furnace, fan, thermal "chimney" effect, or wind effects, require that air be drawn into the house to compensate. If the upper part of the house is tight enough to impede influx of outdoor air (Radon concentration generally <0.1 pCi/L), then an appreciable fraction of the air may be drawn in from the soil or fractured bedrock through the foundation and slab beneath the house, or through cracks and openings for pipes, sumps, and similar features. Soil gas typically contains from a few hundred to a few thousand pCi/L of Radon; therefore, even a small rate of soil gas inflow can lead to elevated Radon concentrations in a house.

The Radon concentration of soil gas depends upon a number of soil properties, the importance of which is still being evaluated. In general, 10 to 50% of newly formed Radon atoms escape the host mineral of their parent Radium and gain access to the air-filled pore space. The Radon content of soil gas clearly tends to be higher in soils containing higher levels of Radium and Uranium, especially if the Radium occupies a site on or near the surface of a grain from which

[118] EPA, 2014

the Radon can easily escape. The amount of pore space in the soil and its permeability for air flow, including cracks and channels, are important factors determining Radon concentration in soil gas and its rate of flow into a house. Soil depth, moisture content, mineral host, form of Radium, and other soil properties may also be critical factors. For houses built on bedrock, fractured zones may supply air having Radon concentrations similar to those in deep soil.

Areas where houses have high levels of Radon can be divided into 3 groups in terms of Uranium content in rock and soil:

- Areas of very elevated Uranium content (>50 parts per million [ppm]) around Uranium deposits and prospects: Although very high levels of Radon can occur in such areas, the hazard normally is restricted to within a few hundred feet of the deposit. In Pennsylvania, such localities occupy an insignificant area.

- Areas of common rocks having higher than average Uranium content (5 to 50 ppm): In Pennsylvania, such rock types include granitic and felsic alkali igneous rocks and black shales. In the Reading Prong, high Uranium values in rock or soil and high Radon levels in houses are associated with Precambrian granitic gneisses commonly containing 10 to 20 ppm Uranium, but locally containing more than 500 ppm Uranium. In Pennsylvania, elevated Uranium occurs in black shales of the Devonian Marcellus Formation and possibly the Ordovician Martinsburg Formation. High Radon values are locally present in areas underlain by these formations.

- Areas of soil or bedrock that have normal Uranium content but properties that promote high Radon levels in houses: This group is incompletely understood at present. Relatively high soil permeability can lead to high Radon, the clearest example being houses built on glacial eskers. Limestone-dolomite soils also appear to be predisposed for high Radon levels in houses, perhaps because of the deep clay-rich residuum in which Radium is concentrated by weathering on iron oxide or clay surfaces, coupled with moderate porosity and permeability. The importance of carbonate soils is indicated by the fact that Radon contents in 93% of a sample of houses built on limestone-dolomite soils near State College, Centre County, exceeded 4 pCi/L, and 21 percent exceeded 20 pCi/L, even though the Uranium values in the underlying bedrock are all in the normal range of 0.5 to 5 ppm Uranium[119].

According to the 2018 PA HMP, Radon tends to exist as a gas or as a dissolved atomic component in groundwater. In Pennsylvania, the most problematic source of Radon in houses is Radon in soil gas that flows into the house. Even a small rate of soil gas inflow can lead to elevated Radon concentrations in a house. The state plan indicates that current data on the abundance and distribution of Radon in Pennsylvania homes is incomplete and biased, but the plan identifies general patterns. Values exceeding the Environmental Protection Agency's guidelines occur in all regions of the state. The highest proportion of elevated values includes South Central PA and Franklin County[120].

[119] PEMA, 2018
[120] PEMA, 2018

4.3.19.2 Range of Magnitude

Exposure to Radon is the second leading cause of lung cancer after smoking. It is the number one cause of lung cancer among non-smokers. As stated earlier, Radon is responsible for about 21,000 lung cancer deaths every year; approximately 2,900 of which occur among people who have never smoked. Lung cancer is the only known effect on human health from exposure to Radon in air and thus far, there is no evidence that children are at greater risk of lung cancer than are adults[121]. The main hazard is actually from the Radon daughter products (218Po, 214Pb, and 214Bi), which may become attached to lung tissue and induce lung cancer by their radioactive decay. **Table 4.3.19.2.1** shows the relationship between various Radon levels, probability of lung cancer, comparable risks from other hazards, and action thresholds.

Years	If 1,000 people were exposed to this level over a lifetime …*	Risk of cancer from Radon exposure compares to …**	Action Threshold
Smokers			
20	About 260 people could get lung cancer	250 times the risk of drowning	Fix Structure
10	About 150 people could get lung cancer	200 times the risk od dying in a home fire	Fix Structure
8	About 120 people could get lung cancer	30 times the risk of dying in a fall	Fix Structure
4	About 62 people could get lung cancer	5 times the risk of dying in a car crash	Fix Structure
2	About 32 people could get lung cancer	6 times the risk of dying from poison	Consider fixing between 2 and 4 pCi/L
1.3	About 20 people could get lung cancer	(Average indoor Radon level)	Reducing Radon levels below 2 pCi/L is difficult
0.4	About 3 people could get lung cancer	(Average outdoor Radon level)	
Non-Smokers			
20	About 36 people could get lung cancer	35 times the risk of drowning	Fix Structure
10	About 18 people could get lung cancer	20 times the risk of dying in a home fire	Fix Structure
8	About 15 people could get lung cancer	4 times the risk of dying in a fall	Fix Structure
4	About 7 people could get lung cancer	The risk of dying in a car crash	Fix Structure
2	About 4 people could get lung cancer	The risk of dying from poison	Consider fixing between 2 and 4 pCi/L
1.3	About 2 people could get lung cancer	(Average indoor Radon level)	Reducing Radon levels below 2 pCi/L is difficult
0.4		(Average outdoor Radon level)	

NOTE: Risk may be lower for former smokers.
* Lifetime risk of lung cancer deaths from EPA Assessment of Risks from Radon in Homes (EPA 402-R-03-003).
** Comparison data calculated using the Centers for Disease Control and Prevention's 1999-2001 National Center for Injury Prevention and Control Preorts.

Table 4.3.19.2.1: Radon Risk for Smokers and Non-Smokers[122]

[121] EPA, 2016
[122] EPA, 2016

According to the EPA, the average Radon concentration in the indoor air of U.S. homes is 1.3 pCi/L. The EPA recommends homes be fixed if the radon level is 4 pCi/L or more. However, because there are no known safe levels of exposure to Radon, the EPA also recommends that Americans consider fixing their home for Radon levels between 2 pCi/L and 4 pCi/L. As shown in **Table 4.3.19.2.1**, a smoker exposed to Radon has a much higher risk of lung cancer.

The worst-case scenario for Radon exposure would be that a large area of tightly sealed homes providing residents high levels of exposure over a prolonged period of time without the residents being aware[123].

4.3.19.3 Past Occurrence

Current data on abundance and distribution of Radon in Pennsylvania houses is considered incomplete and potentially biased, but some general patterns exist.

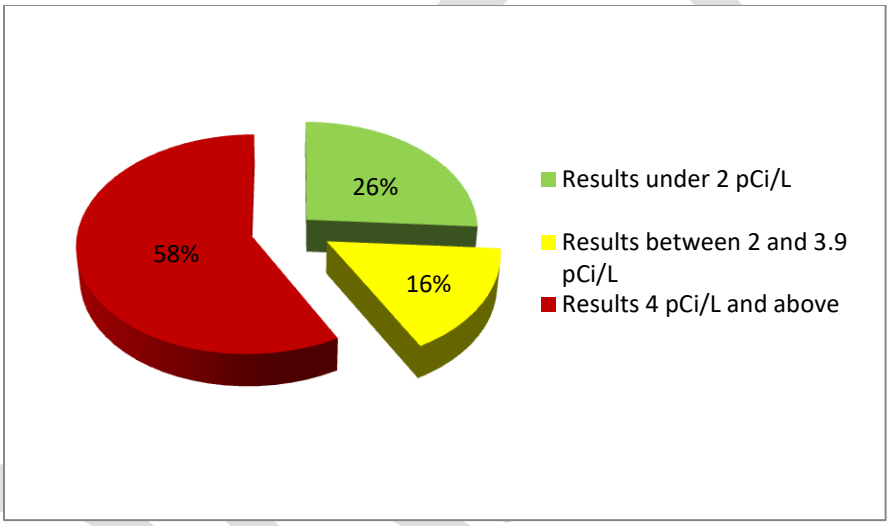


Figure 4.3.19.3.1: Percentage of Franklin County Homes and Radon Levels (2017)[124]

Values exceeding the EPA guideline of 4 pCi/L occur in all regions of the Commonwealth. The highest proportion of elevated Radon values in the Commonwealth exist is in a zone extending from central Pennsylvania to southeastern Pennsylvania. High values in the latter area are attributed to known Uranium-rich granitic gneisses, accentuated by local factors such as shear zones, and include a surprising number of extremely high Radon values (>200 pCi/L). Information on average Radon levels by zip code in Pennsylvania can be obtained from the DEP at: https://www.dep.pa.gov/DataandTools/Reports/Pages/Radiation-Protection.aspx[125].

4.3.19.4 Future Occurrence

Radon exposure is inevitable given present soil, geologic, and geomorphic factors across Pennsylvania. Development in areas where previous Radon levels have been significantly high

[123] PEMA, 2013
[124] Bureau of Radiation Protection
[125] DEP

will continue to be more susceptible to exposure. However, new incidents of concentrated exposure may occur with future development or deterioration of older structures. Exposure can be limited with proper testing for both past and future development and appropriate mitigation measures[126].

4.3.19.5 Vulnerability Assessment

To understand risk, a community must evaluate the assets that are exposed or vulnerable to the identified hazard area. For Radon Exposure, all of Franklin County has been identified as the hazard area. Therefore, all critical facilities, houses, population, and infrastructure as outlined in **Tables 2.4.3 and 2.4.5, Section 2** are vulnerable.

Figure 4.3.19.5.1 below lists the vulnerability self-assessments of each of the Franklin County municipalities for the Radon Exposure hazard. One can see that 2 of 22 municipalities rated this threat as either a Catastrophic or Major event and 2 rated it is a Moderate event. This was ranked as the number 15 threat in Franklin County and is considered a Minor threat.

[126] PEMA, 2018

Radon Exposure Hazard Threat Risk Assessment											Risk Factor Scale Catastrophic 3.0 - 4.0 Major 2.5 - 2.9 Moderate 2.0 - 2.4 Minor 1.5 - 1.9 Insignificant 1.0 - 1.4		
Municipality	Probability (1-4)	Wt	Impact (1-4)	Wt	Spatial (1-4)	Wt	Warning Time (1-4)	Wt	Duration (1-4)	Wt	Risk Factor (RF)	% of County Population	Contribution to County RF
Antrim Township	2	30%	1	30%	1	20%	4	10%	4	10%	1.9	10.12%	0.1923
Chambersburg Borough	2	30%	3	30%	2	20%	3	10%	4	10%	2.6	14.05%	0.3653
Fannett Township	1	30%	1	30%	1	20%	1	10%	4	10%	1.3	1.59%	0.0207
Greencastle Borough	2	30%	2	30%	2	20%	4	10%	4	10%	2.4	2.73%	0.0655
Greene Township	2	30%	1	30%	1	20%	3	10%	4	10%	1.8	11.82%	0.2128
Guilford Township	2	30%	1	30%	1	20%	3	10%	4	10%	1.8	9.38%	0.1688
Hamilton Township	1	30%	1	30%	1	20%	4	10%	4	10%	1.6	7.29%	0.1166
Letterkenny Township	1	30%	3	30%	2	20%	1	10%	4	10%	2.1	1.58%	0.0332
Lurgan Township	1	30%	1	30%	1	20%	2	10%	4	10%	1.4	1.42%	0.0199
Mercersburg Borough	1	30%	1	30%	1	20%	1	10%	4	10%	1.3	0.97%	0.0126
Metal Township	1	30%	1	30%	1	20%	1	10%	4	10%	1.3	1.13%	0.0147
Mont Alto Borough	1	30%	1	30%	1	20%	1	10%	4	10%	1.3	1.01%	0.0131
Montgomery Township	4	30%	2	30%	4	20%	3	10%	4	10%	3.3	3.68%	0.1214
Orrstown Borough	1	30%	1	30%	1	20%	1	10%	4	10%	1.3	0.14%	0.0018
Peters Township	1	30%	1	30%	1	20%	4	10%	4	10%	1.6	2.86%	0.0458
Quincy Township	1	30%	1	30%	1	20%	1	10%	4	10%	1.3	3.41%	0.0443
Shippensburg Borough	1	30%	1	30%	1	20%	4	10%	4	10%	1.6	0.75%	0.0120
Southampton Township	1	30%	1	30%	1	20%	4	10%	4	10%	1.6	5.49%	0.0878
St Thomas Township	2	30%	1	30%	1	20%	4	10%	4	10%	1.9	3.79%	0.0720
Warren Township	2	30%	1	30%	2	20%	1	10%	4	10%	1.8	0.21%	0.0038
Washington Township	1	30%	2	30%	2	20%	1	10%	4	10%	1.8	9.55%	0.1719
Waynesboro Borough	2	30%	1	30%	2	20%	2	10%	4	10%	1.9	7.02%	0.1334
Municipal Weighted Average Risk Factor (RF)													**1.930**

Figure 4.3.19.5.1: Municipal Radon Exposure Threat Vulnerability Self-Assessment

4.3.19.6 Community Lifeline Integration

Potential impacts to the Community Lifelines for Radon are shown below. There is potential for possible impacts to two lifelines (Health & Medical and Safety & Security) and minimal impacts expected for the remaining lifelines.

4.3.20 Subsidence, Sinkhole

Subsidence is the downward movement of earth surface material. It involves little or no horizontal movement.

A sinkhole is a basin-like, funnel shaped, or vertical sided depression in the land surface. In general, sinkholes form by the subsidence of unconsolidated materials or soils into voids created by dissolution of the underlying soluble bedrock.

There are three general types of sinkholes: collapse, subsidence, and solution. These different types of sinkholes generally correspond to the thickness of the sediments overlying limestone. The sediments and water contained in the unsaturated zone, surficial aquifer system, and the confining layer are collectively referred to as overburden. Collapse sinkholes are most common in areas where overburden is thick, but the confining layer is breached or absent. Subsidence sinkholes form where the overburden is thin and only a veneer of sediments is present overlaying the limestone (See **Figure 4.3.20.1** below). Solution sinkholes form where the overburden is absent and the limestone is exposed at the land surface.

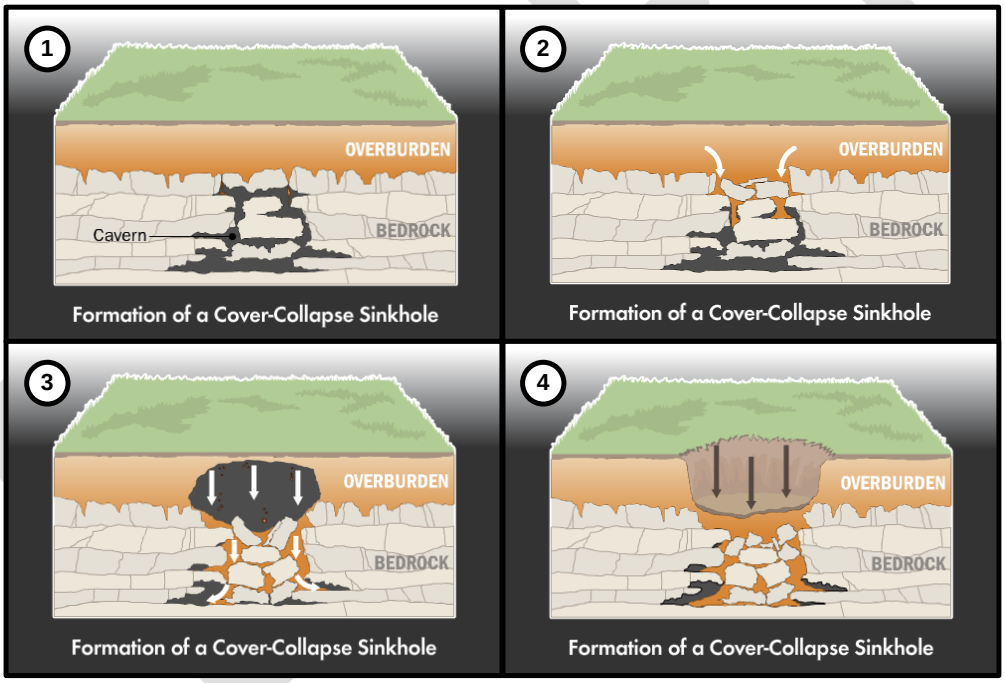


Figure 4.3.20.1: Formation of a Collapse Sinkhole[127]

4.3.20.1 Location and Extent

Subsidence occurs naturally due to the physical and chemical weathering of certain types of bedrock (solid rock that underlies soil or other unconsolidated surface material). Subsidence can also occur as a result of underground mining, excessive pumping of groundwater, or subsurface erosion due to the failure of existing utility lines. All of these can produce surface features that

[127] Silverman, Jacob

appear similar, but not all are naturally occurring. Some are solely the result of human activities[128].

Figure 4.3.20.1.1 below shows a map of Pennsylvania indicating areas of sinkholes and surface depressions consistence with subsidence events. As one can see from this map, Franklin County has a significant portion (approximately 40%) of our land area susceptible to subsidence events. Almost every municipality has areas covered by the susceptible regions except for Lurgan Township and Orrstown Borough.

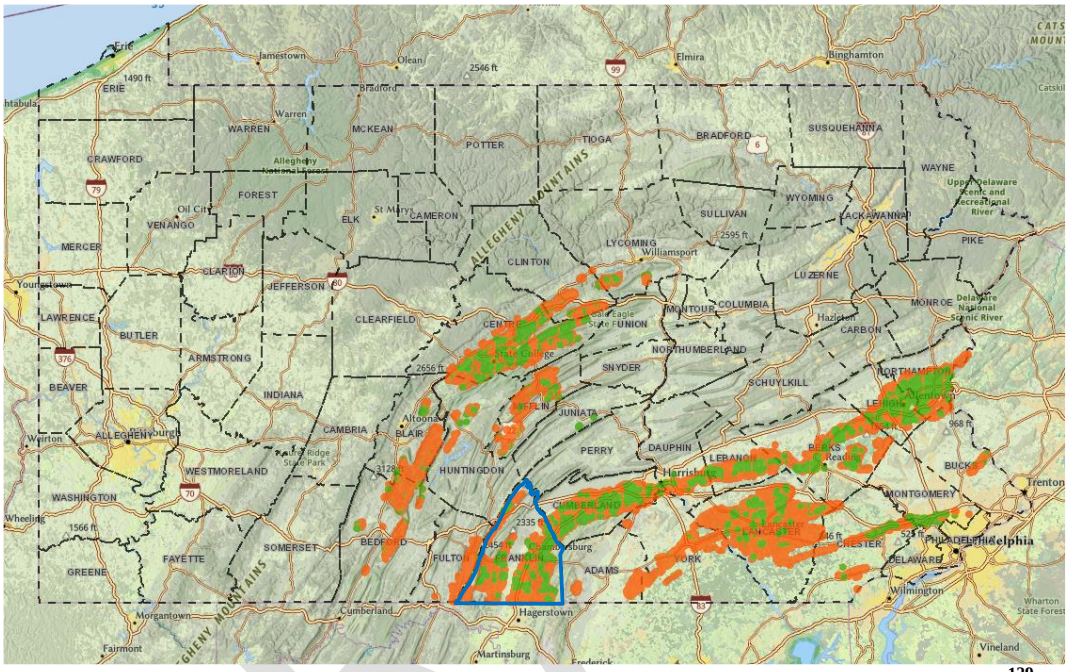


Figure 4.3.20.1.1: Areas of PA and Franklin County Susceptible to Subsidence (2023)[129]

4.3.20.2 Range of Magnitude

Franklin County currently has no significant mining industry, but we were able to identify areas of the county impacted by surface mines in the past. Additionally, Franklin County does have considerable deposits of limestone that is utilized in several quarry operations. It is estimated that 32% of the land is considered limestone. Subsidence and sinkhole events can cause severe damage in urban environments, although gradual events can be addressed before significant damage occurs. If long-term subsidence or sinkhole formation is not recognized and mitigation measures are not implemented, fractures or complete collapse of building foundations and roadways may result. Therefore, we should be aware of the potential hazard of sinkholes.

There have been several incidences of sinkholes throughout the county. These incidents were for the most part minor and resulted in no loss of property or lives. **Figure 4.3.20.2.1** shows the geological make-up of Pennsylvania (highlight added for Franklin County). As can be seen from this map, Franklin County has rock formations from several Geologic Eras with distinct rock

[128] DCNR, 2015

[129] PA DCNR , PaGEODE 2023

compositions (sandstone and limestone) which provide the right conditions for subsidence (See **Table 4.3.20.2.1** below).

Geologic Era	Age	Rock Formations
Devonian	365-405 Million yrs	Red **sandstone**, gray shale, black shale, **limestone**, and chert.
Ordovician	430-500 Million yrs	Shale, **limestone**, dolomite, and **sandstone**.
Cambrian	500-570 Million yrs	**Limestone**, dolomite, **sandstone**, shale, quartzite, and phyllite.
Precambrian	>570 Million yrs	Gneiss, granite, anorthosite, metabasalt, metarhyolite, and marble.

Table 4.3.20.2.1: Geologic Composition of Franklin County

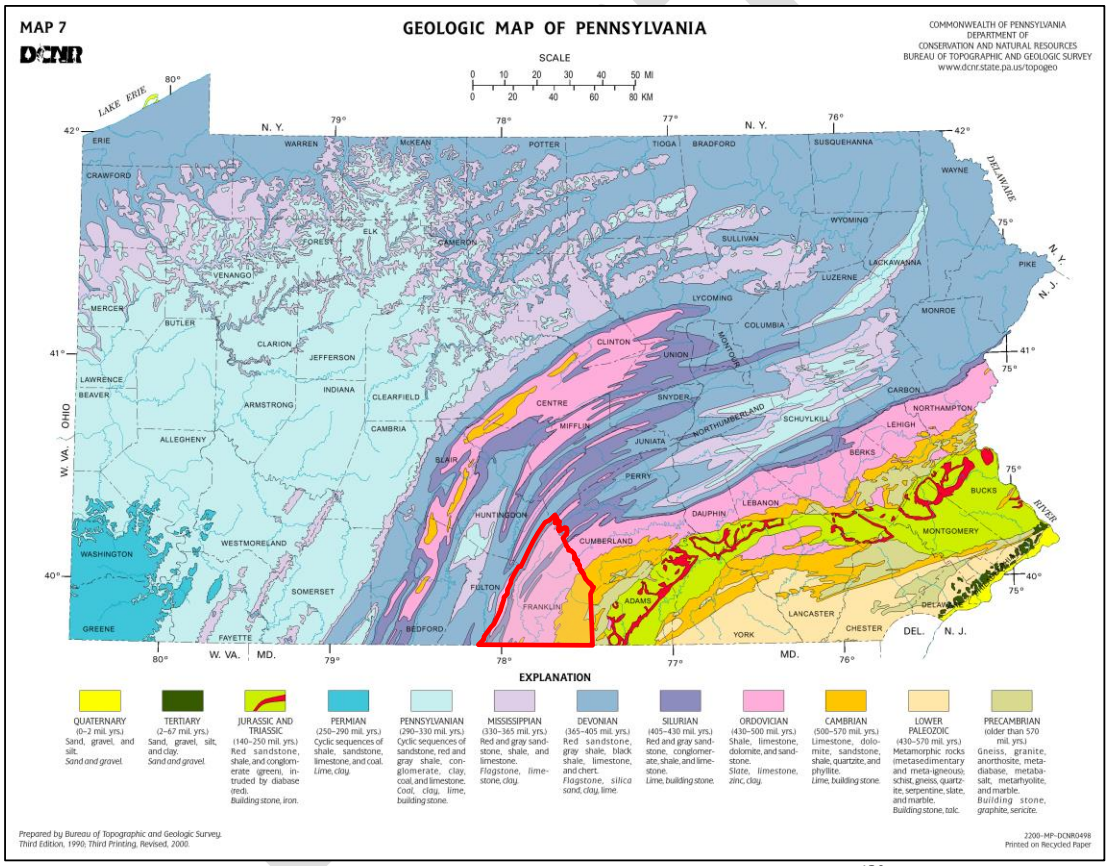


Figure 4.3.20.2.1: Geologic Map of Pennsylvania (2000)[130]

4.3.20.3 Past Occurrence

We were able to get a data pull from the PA DCNR, Bureau of Topographic and Geologic Survey for Franklin County. This data contains the current recorded subsidence events for Franklin County to include mines, caves, sinkholes, and surface depressions. We specifically did not try to analyze all of the data related to surface depressions as the total number recorded in

[130] DCNR, Bureau of Topographic and Geologic Survey, 2000

Franklin County was in excess of 10,000. We did analyze the number and locations of surface mines (See **Figure 4.3.20.3.1**), caves (See **Figure 4.3.20.3.1**), and sinkholes (See **Figure 4.3.20.3.1**). These numbers and totals of subsidence events/features per municipality are listed in **Table 4.3.20.3.1** below.

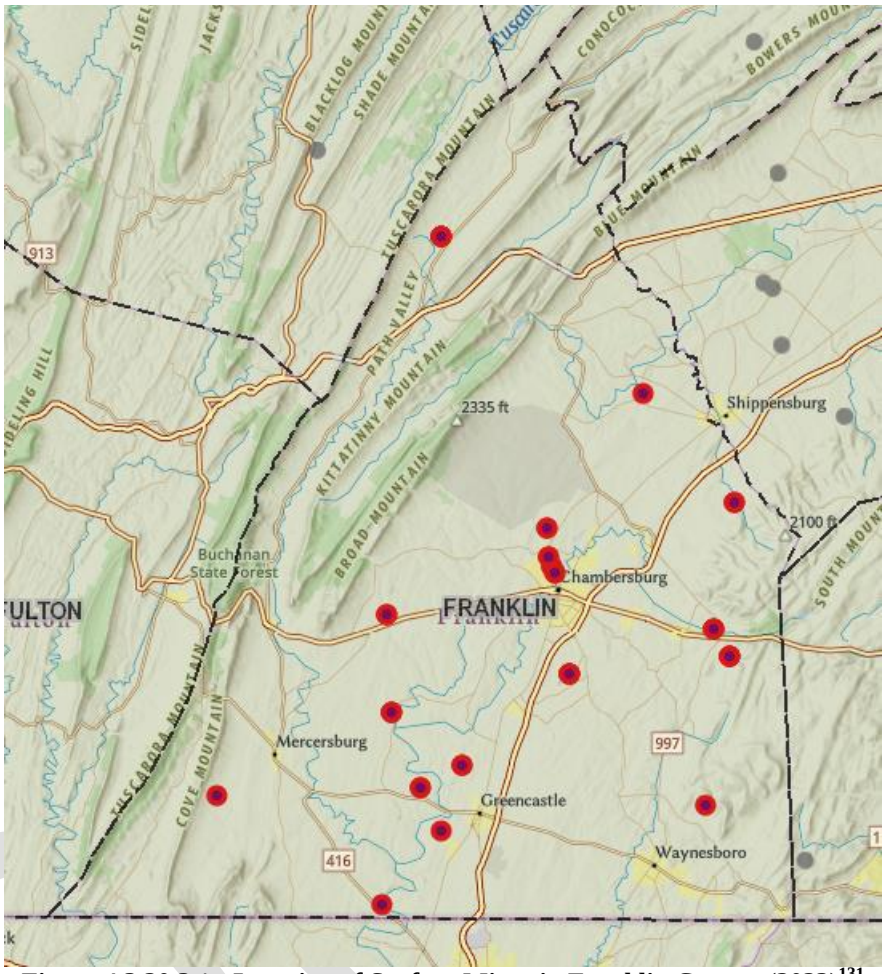


Figure 4.3.20.3.1: Location of Surface Mines in Franklin County (2023)[131]

[131] PA DCNR , PaGEODE 2023

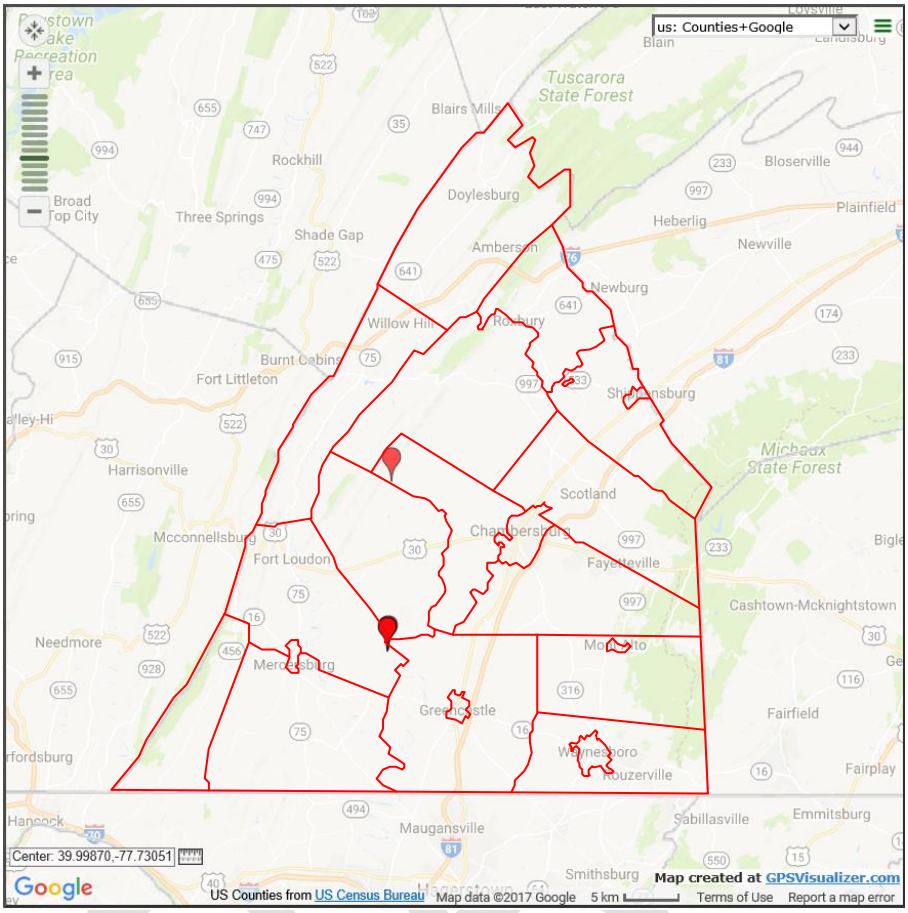


Figure 4.3.20.3.2: Location of Caves in Franklin County (2017)[132]

[132] DCNR, Bureau of Topographic and Geologic Survey, 2017

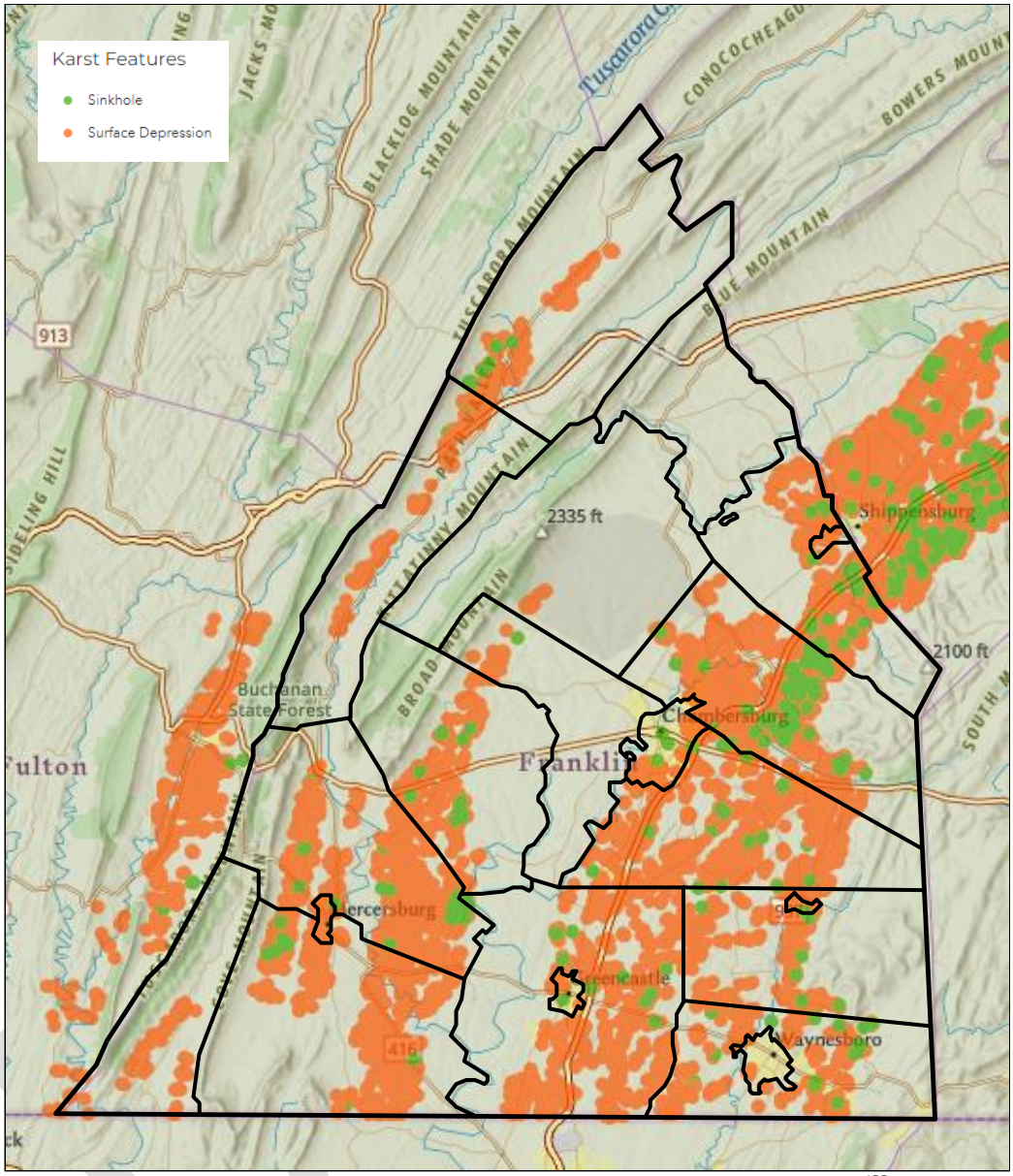


Figure 4.3.20.3.3: Location of Sinkholes in Franklin County (2023)[133]

[133] PA DCNR , PaGEODE 2023

Municipality	Sinkholes	Surface Mines	Caves	Totals
Antrim Township	9	1	0	**10**
Chambersburg Borough	0	0	0	**0**
Fannett Township	12	5	0	**17**
Greencastle Borough	0	0	0	**0**
Greene Township	94	9	0	**103**
Guilford Township	36	3	0	**39**
Hamilton Township	2	1	1	**4**
Letterkenny Township	0	5	0	**5**
Lurgan Township	0	0	0	**0**
Mercersburg Borough	0	0	0	**0**
Metal Township	4	0	0	**4**
Mont Alto Borough	0	0	0	**0**
Montgomery Township	12	2	0	**14**
Orrstown Borough	0	0	0	**0**
Peters Township	47	0	3	**50**
Quincy Township	0	3	0	**3**
Shippensburg Borough	0	0	0	**0**
Southampton Township	15	3	0	**18**
St Thomas Township	20	5	0	**25**
Warren Township	0	0	0	**0**
Washington Township	9	7	0	**16**
Waynesboro Borough	0	0	0	**0**
Totals	**260**	**44**	**4**	**308**

Table 4.3.20.3.1: Subsidence Events/Features Recorded in Franklin County (2017)[134]

The data presented above illustrates the susceptibility of certain regions of our county to subsidence. Even though all municipalities do not show an event, it only means that events were not reported. These events often go unnoticed or unreported if there is no significant property damage.

4.3.20.4 Future Occurrence

Sinkhole occurrence is a continuing phenomenon and is fairly common in the carbonate areas of the Cumberland Valley, but the impact is relatively low based on past occurrences. However, as the rural areas of the county become increasingly developed due to more people moving out of

[134] DCNR, Dept of Conservation and Natural Resources, 2017

the Boroughs and into the Townships, the strain on underground aquifers will increase. This will pose an even greater threat for sinkholes in those areas resulting from groundwater depletion.

Based on geological conditions, subsidence events are likely to continue to occur in the future for the areas of the Cumberland Valley underlain by carbonate bedrock (See **Figure 4.3.20.2.1** above) and experiencing increased development.

It is difficult to calculate financial losses for all existing buildings, critical facilities and infrastructure from potential sinkhole formations in the county. However, we have plotted the susceptibility area in our GIS mapping system to determine the number of critical facilities and infrastructure in each municipality that are at risk to this threat (See **Figure 4.3.20.4.1** and **Table 4.3.20.4.1** below).

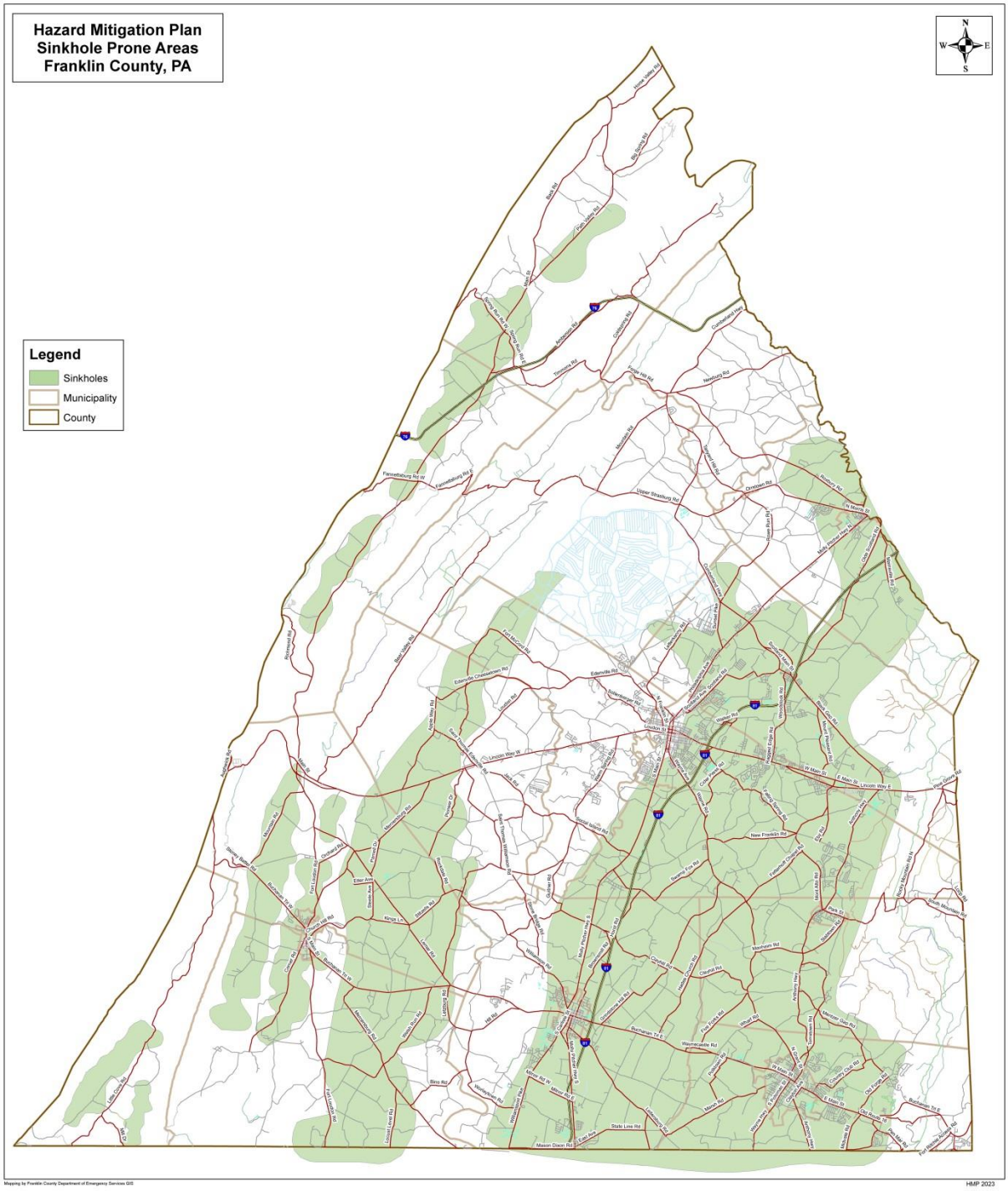


Figure 4.3.20.4.1: Areas of Susceptibility to Sinkholes in Franklin County (Mar 2023)

Municipality	Total Number of Critical Facilities	Critical Facilities in Risk Areas
Antrim Township	110	80
Chambersburg Borough	185	104
Fannett Township	33	7
Greencastle Borough	32	28
Greene Township	135	92
Guilford Township	110	105
Hamilton Township	52	5
Letterkenny Township	29	0
Lurgan Township	24	0
Mercersburg Borough	18	11
Metal Township	21	7
Mont Alto Borough	7	7
Montgomery Township	31	13
Orrstown Borough	1	0
Peters Township	34	16
Quincy Township	54	29
Shippensburg Borough	6	6
Southampton Township	46	28
St Thomas Township	32	8
Warren Township	4	0
Washington Township	65	46
Waynesboro Borough	64	57
Totals	**1093**	**649**

Table 4.3.20.4.1: Critical Facilities in Sinkhole Susceptible Areas by Municipality

From the information above, it is easily seen that the susceptibility area amounts to approximately 40% of the land area of Franklin County (See **Figure 4.3.17.1.1** above). Additionally, it is evident that we have several critical facilities and infrastructure in these susceptible areas that cause concern for this threat. Therefore, the future occurrence of subsidence and sinkholes is considered ***possible*** as defined by the Risk Factor Methodology probability criteria (refer to **Section 4.4**).

4.3.20.5 Vulnerability Assessment

Figure 4.3.20.5.1 below lists the vulnerability self-assessments of each of the Franklin County municipalities for the Subsidence/Sinkhole hazard. One can see that only 1 of 22 municipalities rated this threat as Catastrophic and 3 rated this threat as a Moderate event. This was ranked as the number 22 threat in Franklin County and is considered a Minor threat.

Subsidence/Sinkhole Hazard Threat Risk Assessment

Risk Factor Scale	
Catastrophic	3.0 - 4.0
Major	2.5 - 2.9
Moderate	2.0 - 2.4
Minor	1.5 - 1.9
Insignificant	1.0 - 1.4

Municipality	Probability (1-4)	Wt	Impact (1-4)	Wt	Spatial (1-4)	Wt	Warning Time (1-4)	Wt	Duration (1-4)	Wt	Risk Factor (RF)	% of County Population	Contribution to County RF
Antrim Township	1	30%	1	30%	1	20%	4	10%	1	10%	1.3	10.12%	0.1316
Chambersburg Borough	2	30%	2	30%	2	20%	4	10%	1	10%	2.1	14.05%	0.2951
Fannett Township	2	30%	1	30%	2	20%	4	10%	1	10%	1.8	1.59%	0.0286
Greencastle Borough	1	30%	2	30%	1	20%	4	10%	1	10%	1.6	2.73%	0.0437
Greene Township	4	30%	1	30%	1	20%	4	10%	1	10%	2.2	11.82%	0.2600
Guilford Township	3	30%	2	30%	1	20%	4	10%	1	10%	2.2	9.38%	0.2064
Hamilton Township	2	30%	1	30%	1	20%	4	10%	1	10%	1.6	7.29%	0.1166
Letterkenny Township	1	30%	1	30%	1	20%	4	10%	1	10%	1.3	1.58%	0.0205
Lurgan Township	1	30%	1	30%	1	20%	2	10%	1	10%	1.1	1.42%	0.0156
Mercersburg Borough	2	30%	2	30%	1	20%	4	10%	1	10%	1.9	0.97%	0.0184
Metal Township	1	30%	1	30%	1	20%	4	10%	1	10%	1.3	1.13%	0.0147
Mont Alto Borough	1	30%	1	30%	1	20%	1	10%	1	10%	1.0	1.01%	0.0101
Montgomery Township	4	30%	2	30%	4	20%	4	10%	1	10%	3.1	3.68%	0.1141
Orrstown Borough	1	30%	1	30%	1	20%	1	10%	1	10%	1.0	0.14%	0.0014
Peters Township	1	30%	1	30%	1	20%	4	10%	1	10%	1.3	2.86%	0.0372
Quincy Township	1	30%	1	30%	1	20%	3	10%	1	10%	1.2	3.41%	0.0409
Shippensburg Borough	1	30%	2	30%	1	20%	4	10%	1	10%	1.6	0.75%	0.0120
Southampton Township	2	30%	1	30%	1	20%	4	10%	1	10%	1.6	5.49%	0.0878
St Thomas Township	2	30%	1	30%	1	20%	4	10%	1	10%	1.6	3.79%	0.0606
Warren Township	2	30%	1	30%	1	20%	4	10%	1	10%	1.6	0.21%	0.0034
Washington Township	1	30%	2	30%	1	20%	4	10%	1	10%	1.6	9.55%	0.1528
Waynesboro Borough	2	30%	2	30%	1	20%	4	10%	1	10%	1.9	7.02%	0.1334
Municipal Weighted Average Risk Factor (RF)													**1.805**

Figure 4.3.20.5.1: Municipal Subsidence/Sinkhole Threat Vulnerability Self-Assessment

From the information above, it can be said that the majority of communities in Franklin County are vulnerable on some level to the Subsidence/Sinkhole threat. However, the impact to lives and level of property damage for this threat has been negligible to date.

4.3.20.6 Community Lifeline Integration

Potential impacts to the Community Lifelines for Subsidence/Sinkholes are shown below. There is potential for possible impacts to five lifelines (Safety & Security, Food/Water/Shelter, Energy, Communications, and Transportation) and minimal impacts expected for the remaining lifelines.

4.3.21 Terrorism

The term "terrorism" refers to intentional, criminal, malicious acts, but the functional definition of terrorism can be interpreted in many ways. Officially, terrorism is defined in the Code of Federal Regulations (CFR) as "…the unlawful use of force and violence against persons or property to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political or social objectives" (28 CFR §0.85). Terrorists use threats to create fear, to try to convince citizens of the powerlessness of their government, and/or to get publicity for their cause.

International terrorism: Perpetrated by individuals and/or groups inspired by or associated with designated foreign terrorist organizations or nations (state-sponsored). For example, the December 2, 2015 shooting in San Bernardino, CA, that killed 14 people and wounded 22 which involved a married couple who radicalized for some time prior to the attack and were inspired by multiple extremist ideologies and foreign terrorist organizations.

Domestic terrorism: Perpetrated by individuals and/or groups inspired by or associated with primarily U.S.-based movements that espouse extremist ideologies of a political, religious, social, racial, or environmental nature. For example, the June 8, 2014 Las Vegas shooting, during which two police officers inside a restaurant were killed in an ambush-style attack, which was committed by a married couple who held anti-government views and who intended to use the shooting to start a revolution[135].

4.3.21.1 Location and Extent

Terrorism is a threat everywhere, but there are a number of important considerations in evaluating terrorism hazards, such as the existence of facilities, landmarks, or other buildings of international, national, regional, or local importance. High-risk targets for acts of terrorism

[135] FBI

include military and civilian government facilities, international airports, large cities, high-profile landmarks. Terrorists might also target large public gatherings and events indoor or outdoor, water and food supplies, utilities, and corporate centers. Furthermore, terrorists are capable of spreading fear by sending explosives or chemical and biological agents through the mail (FEMA, April 2009). Nonetheless, terrorism can take many forms and terrorists have a wide range of personal, political, religious or cultural agendas. Therefore, **all locations** are a potential terrorist target.

Of particular concern are the critical facilities in Franklin County. Police stations, hospitals, fire stations, schools, wastewater treatment plants, and a military installation (Letterkenny Army Depot) along with critical infrastructure such as bridges, tunnels, electric generation and distribution facilities, public water supplies, and government buildings may be potential terrorist targets. Damage to these facilities and infrastructure could cripple transportation routes and commerce. Additionally, there are 134 Superfund Amendments and Reauthorization Act (SARA) Title III facilities as well as many transportation routes vital to the entire Commonwealth traversing Franklin County, making intentional hazard material releases a potential threat to citizens and the environment.[136] For Terrorism, all of Franklin County has been identified as the hazard area. Therefore, all critical facilities, houses, population, and infrastructure as outlined in **Tables 2.4.3 and 2.4.5, Section 2** are vulnerable.

4.3.21.2 Range of Magnitude

Terrorist attacks can take many forms, including agro-terrorism, arson/incendiary attack, armed attack, assassination, biological agent, chemical agent, cyber-terrorism, conventional bomb, hijackings, intentional hazardous material release, kidnapping, nuclear bomb and radiological agent (FEMA April 2009). Explosives have been the traditional method of conducting terrorism, but intelligence suggests that the possibility of biological or chemical terrorism is increasing. The severity of terrorist incidents depends upon the method of attack, the proximity of the attack to people, animals, or other assets and the duration of exposure to the incident or attack device. For example, chemical agents are poisonous gases, liquids or solids that have toxic effects on people, animals, or plants. Many chemical agents can cause serious injuries or death. In this case, severity of injuries depends on the type and amount of the chemical agent used and the duration of exposure.

Biological agents are organisms or toxins that have illness-producing effects on people, livestock and crops. Some biological agents cannot be easily detected and may take time to develop. Therefore, it can be difficult to know that a biological attack has occurred until victims display symptoms. In other cases, the effects are immediate. Those affected by a biological agent require the immediate attention of professional medical personnel. Some agents are contagious which may result in the need for victims to be quarantined.

In recent years, cyber-terrorism has become a larger threat than in years past. Cyber-terrorism can be defined as activities intended to damage, disrupt, or exploit vital computer systems. These acts can range from taking control of a host website to using networked resources to

[136] PEMA, 2018

directly cause destruction and harm. Protection of databases and infrastructure appear to be the main goals at this point in time. Cyber-terrorists can be difficult to identify because the internet provides a meeting place for individuals from various parts of the world. Individuals or groups planning a cyber-attack are not organized in a traditional manner, as they are able to effectively communicate over long distances without delay. The largest threat to institutions from cyber-terrorism comes from any processes that are networked and controlled via computer. Any vulnerability that could allow access to sensitive data or processes should be addressed and any possible measures taken to harden those resources to attack.

Active assailant, as defined by the US Department of Homeland Security, is an individual actively engaged in killing or attempting to kill people in a confined area; in most cases, active assailants use firearm(s) and there is no pattern or method to their selection of victims. Recent high-profile incidents involving active assailants include; the Sandy Hook Elementary school shootings in Newtown, Connecticut, the shooting in the Aurora, Colorado movie theater, Pulse Nightclub mass shooting in Orlando Florida, the deadliest mass shooting incident in U.S. history in Las Vegas, Nevada at the Mandalay Bay Resort and Casino, and the most recent mass shooting at the First Baptist Church in Sutherland Springs, Texas. Historical active assailant events include the 1982 Wilkes-Barre, Pennsylvania mass shootings, the Nickel Mines Pennsylvania hostage taking and shootings, the Virginia Tech shootings, the Columbine High School shootings, and the University of Texas, Austin shootings. No substantive research has yet been compiled to address the potential vulnerability to an active assailant incident. As a very open, public society, these incidents are easier to accomplish for those bent on doing harm. Some of these incidents have occurred in public places, and some in places that are considered more restricted (like elementary schools and high schools). There is no discernible pattern to the location chosen by the assailant.

Instances of terrorism in Franklin County have thankfully thus far been minimal. A worst-case scenario for a terrorism event in Franklin County would be if a "dirty bomb" combining radioactive material with conventional explosives were to be detonated at a large gathering of people at a large athletic event or a heavily attended school or community function. On the given day and specific location, a significant number of individuals would be exposed to the bomb's radiation both at the time of detonation and after the fact as the radiation spread. The explosive device could damage or even topple buildings, spark utility outages area-wide, and/or ignite large-scale fires. Another potential lethal and injurious situation for terrorism in Franklin County is where a "known or lone wolf" individual rents or uses some type of vehicle and drives into a crowd or a group of people along a street or at some type of event. An incident of this depiction occurred on October 31, 2017 in Manhattan, New York City, where an individual drove a rental truck on a bike path and killed at least eight people while injuring 11 more. Another harmful scenario for Franklin County would be if the water or food supply is intentionally contaminated in an act of agro-terrorism. Franklin County ranks second in the state in many valuable agricultural commodities. Not only would this act of terrorism endanger the lives of people and livestock in the county, it would adversely affect the local economy[137].

4.3.21.3 Past Occurrence

[137] PEMA, 2018

There has been a high consciousness of terrorist activity in the press with few catastrophic events. The most significant terrorist attack on US soil occurred on September 11, 2001. Flight 93, the fourth hijacked aircraft in the attack, crashed in Somerset County, Pennsylvania. Another significant recent terrorist event was the detonation of a pair of homemade pressure cooker bombs at the finish line of the Boston Marathon. This event killed 3 people and injured a further 264 people[138].

Franklin County experienced a case of domestic terrorism between September 10 and 24, 2008. During this time frame there were 10 pipe bombing incidents in St. Thomas Township. Through a joint investigation conducted by the Pennsylvania State Police; the Bureau of Alcohol, Tobacco and Firearms; and the U.S. Postal Service Inspector Division, three local high school students were arrested and charged as juveniles with Possessing Weapons of Mass Destruction, Causing or Risking a Catastrophe, Recklessly Endangering Another Person, and Possession of Instruments of Crime from statutes found in the Pennsylvania Crimes Code. Fortunately, no one was seriously injured during this crime spree[139]. **Table 4.3.21.3.1** illustrates the previously recorded events in Franklin County that can be categorized as Terrorist Activity.

Terrorist Activity Type	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	Totals
Bomb Threat	4	2	2	0	2	4	2	1	0	6	23
Suspicious Activity	322	349	404	348	70	236	190	192	523	1119	3753
Suspicious Package	11	11	17	13	1	14	16	6	*	*	89
Terrorist Activity	1	2	2	0	0	0	0	0	0	0	5
Threats - Non-specified	202	212	258	235	230	216	291	354	345	645	2988
Totals	**540**	**576**	**683**	**596**	**303**	**470**	**499**	**553**	**868**	**1770**	**6858**

**As of 2021, the CAD system includes these reports with Suspicious Activity.*

Table 4.3.21.3.1: Threat/Suspected Terrorist Activity Events Reported in Franklin County (2013-2022)[140]

4.3.21.4 Future Occurrence

Based on historical events, Franklin County and Pennsylvania can expect to experience terrorist incidents and suspicious activities sometime in the near future. Note that this estimate is based on the occurrence of past events over a short period of time and is not the result of detailed statistical sampling. Although previous events have not resulted in what are considered significant terrorist attacks, the severity of a future incident cannot be predicted with a sufficient level of certainty. Prediction of terrorist attacks is almost impossible because terrorism is a result of human factors. As long as fringe groups maintain radically different ideas than that of the government or general population, terrorism is a possibility[141].

[138] PEMA, 2018
[139] The Herald Mail, 2008
[140] Franklin County CAD System, 2013-2022
[141] PEMA, 2018

4.3.21.5 Vulnerability Assessment

Figure 4.3.21.5.1 below lists the vulnerability self-assessments of each of the Franklin County municipalities for the Terrorism hazard. One can see that 5 of 22 municipalities rated this threat as a Major event. Of the remaining 17 municipalities, only 3 ranked this as a Moderate threat. This was ranked as the number 21 threat in Franklin County and is considered a Minor threat.

Terrorism Hazard Threat Risk Assessment											Risk Factor Scale		
											Catastrophic		3.0 - 4.0
											Major		2.5 - 2.9
											Moderate		2.0 - 2.4
											Minor		1.5 - 1.9
											Insignificant		1.0 - 1.4
Municipality	Probability (1-4)	Wt	Impact (1-4)	Wt	Spatial (1-4)	Wt	Warning Time (1-4)	Wt	Duration (1-4)	Wt	Risk Factor (RF)	% of County Population	Contribution to County RF
Antrim Township	1	30%	1	30%	1	20%	4	10%	2	10%	1.4	10.12%	0.1417
Chambersburg Borough	1	30%	1	30%	2	20%	2	10%	2	10%	1.4	14.05%	0.1967
Fannett Township	1	30%	1	30%	1	20%	1	10%	2	10%	1.1	1.59%	0.0175
Greencastle Borough	2	30%	3	30%	4	20%	2	10%	2	10%	2.7	2.73%	0.0737
Greene Township	2	30%	2	30%	1	20%	4	10%	2	10%	2.0	11.82%	0.2364
Guilford Township	2	30%	2	30%	2	20%	4	10%	2	10%	2.2	9.38%	0.2064
Hamilton Township	2	30%	1	30%	2	20%	4	10%	2	10%	1.9	7.29%	0.1385
Letterkenny Township	2	30%	3	30%	2	20%	4	10%	2	10%	2.5	1.58%	0.0395
Lurgan Township	1	30%	1	30%	1	20%	2	10%	2	10%	1.2	1.42%	0.0170
Mercersburg Borough	1	30%	4	30%	4	20%	4	10%	2	10%	2.9	0.97%	0.0281
Metal Township	1	30%	1	30%	2	20%	4	10%	2	10%	1.6	1.13%	0.0181
Mont Alto Borough	1	30%	2	30%	2	20%	3	10%	2	10%	1.8	1.01%	0.0182
Montgomery Township	3	30%	2	30%	4	20%	4	10%	2	10%	2.9	3.68%	0.1067
Orrstown Borough	1	30%	1	30%	1	20%	1	10%	2	10%	1.1	0.14%	0.0015
Peters Township	1	30%	1	30%	1	20%	4	10%	2	10%	1.4	2.86%	0.0400
Quincy Township	1	30%	1	30%	1	20%	1	10%	2	10%	1.1	3.41%	0.0375
Shippensburg Borough	1	30%	2	30%	2	20%	4	10%	2	10%	1.9	0.75%	0.0143
Southampton Township	1	30%	1	30%	1	20%	1	10%	2	10%	1.1	5.49%	0.0604
St Thomas Township	2	30%	2	30%	1	20%	4	10%	2	10%	2.0	3.79%	0.0758
Warren Township	1	30%	1	30%	1	20%	4	10%	2	10%	1.4	0.21%	0.0029
Washington Township	1	30%	1	30%	1	20%	4	10%	2	10%	1.4	9.55%	0.1337
Waynesboro Borough	3	30%	2	30%	4	20%	4	10%	2	10%	2.9	7.02%	0.2036
Municipal Weighted Average Risk Factor (RF)													**1.808**

Figure 4.3.21.5.1: Municipal Terrorism Threat Vulnerability Self-Assessment

All communities in Franklin County are vulnerable on some level, directly or indirectly, to a terrorist attack. However, communities where the previously mentioned potential targets are located should be considered more vulnerable. Larger populated areas are the most vulnerable to terrorist attacks due to the sheer size of these areas, density of the population, and concentration of critical infrastructure located there.

4.3.21.9 Community Lifeline Integration

Potential impacts to the Community Lifelines for Terrorism are shown below. There is potential for significant impacts to five lifelines (Safety & Security, Health & Medical, Energy, Communications, and Transportation) and possible impacts expected for the remaining lifelines.

4.3.22 Tornado, Windstorm

A tornado is a violently rotating column of air extending from the base of a thunderstorm down to the ground. Tornadoes are capable of completely destroying well-made structures, uprooting trees, and hurling objects through the air like deadly missiles. Tornadoes can occur at any time of day or night and at any time of the year. Although tornadoes are most common in the Central Plains and the southeastern United States, they have been reported in all 50 states[142]. Wind speeds in tornadoes can range from 65 to over 200 mph. Although tornadoes occur in many parts of the world, these destructive forces of nature are found most frequently in the United States east of the Rocky Mountains during the Spring and Summer seasons. Tornadoes are most frequent during late afternoon into early evening, the warmest hours of the day.

Straight-line winds and windstorms are experienced on a more region-wide scale. While such winds usually accompany tornadoes, straight-line winds are caused by the movement of air from areas of higher pressure to areas of low pressure. Stronger winds are the result of greater differences in pressure. Windstorms are generally defined with sustained wind speeds of 40 mph or greater lasting for one hour or longer, or winds of 58 mph or greater for any duration.

4.3.22.1 Location and Extent

Both tornado and windstorm events can occur throughout Pennsylvania. Tornado events are usually localized. However, severe thunderstorms may result in conditions favorable to the formation of numerous or long-lived tornadoes. Tornado movement is characterized in two ways: direction and speed of spinning winds and forward movement of the tornado, also known as the storm track. Most tornadoes have wind speeds of 110 mph or less, are approximately 250

[142] NOAA/NWS

feet across, and travel a few miles before dissipating. Some attain wind speeds of more than 300 mph, stretch more than a mile across, and stay on the ground for dozens of miles. Some tornadoes never touch the ground and are short-lived, while others may touch the ground several times.

Wind events can vary in spatial size from small micro-scale events which take place over only a few hundred meters to large-scale synoptic wind events often associated with warm or cold fronts.

4.3.22.2 Range of Magnitude

Tornadoes cause an average of 70 fatalities and 1,500 injuries in the United States each year[143]. There are regions of the United States that have a higher level of tornado activity, such as Tornado Alley in the Mid-West, but all areas of the country are susceptible to them, including Franklin County.

Tornadoes vary in size and severity and were measured by the Fujita Scale until February 2007. At that time, the scale was retooled to allow for a better indicator of damage from the storms. This new scale is called the Enhanced Fujita Scale. **Figure 4.3.19.2.1** shows both scales. The Fujita scale is included because the historical tornado events for Franklin County can be reported using either scale, depending on when they occurred.

Fujita Scale		Enhanced Fujita Scale* * In use since 2007	
F–0	40–72 mph winds	EF–0	65–85 mph winds
F–1	73–112 mph	EF–1	86–110 mph
F–2	113–157 mph	EF–2	111–135 mph
F–3	158–206 mph	EF–3	136–165 mph
F–4	207–260 mph	EF–4	166–200 mph
F–5	261–318 mph	EF–5	>200 mph

Figure 4.3.22.2.1: Fujita and Enhanced Fujita Scales

There are two types of alerts for tornado activity, they are defined below:

- Tornado Watch: Tornadoes are possible, be prepared. Weather conditions favor thunderstorms capable of producing tornadoes in and near the defined watch area.

- Tornado Warning: Tornadoes are expected, seek shelter. A tornado is occurring or will shortly develop in or near the defined watch area.

Pennsylvania averages 12 tornadoes per year, resulting in an average of 1 fatality. Counties in a high risk tornado area include York County, Lancaster County, and Dauphin County (all part of

[143] Missouri Storm Aware

the South Central Task Force Region that includes Franklin County). The largest tornado on record in this region occurred on 05/31/1985, measuring an F4 on the Fujita-Pearson scale[144].

4.3.22.3 Past Occurrence

Franklin County has experienced 13 recorded tornado events on 10 separate days since 1950[145]. **Figure 4.3.22.3.1** shows a map of these tornado events in Franklin County since 1950.

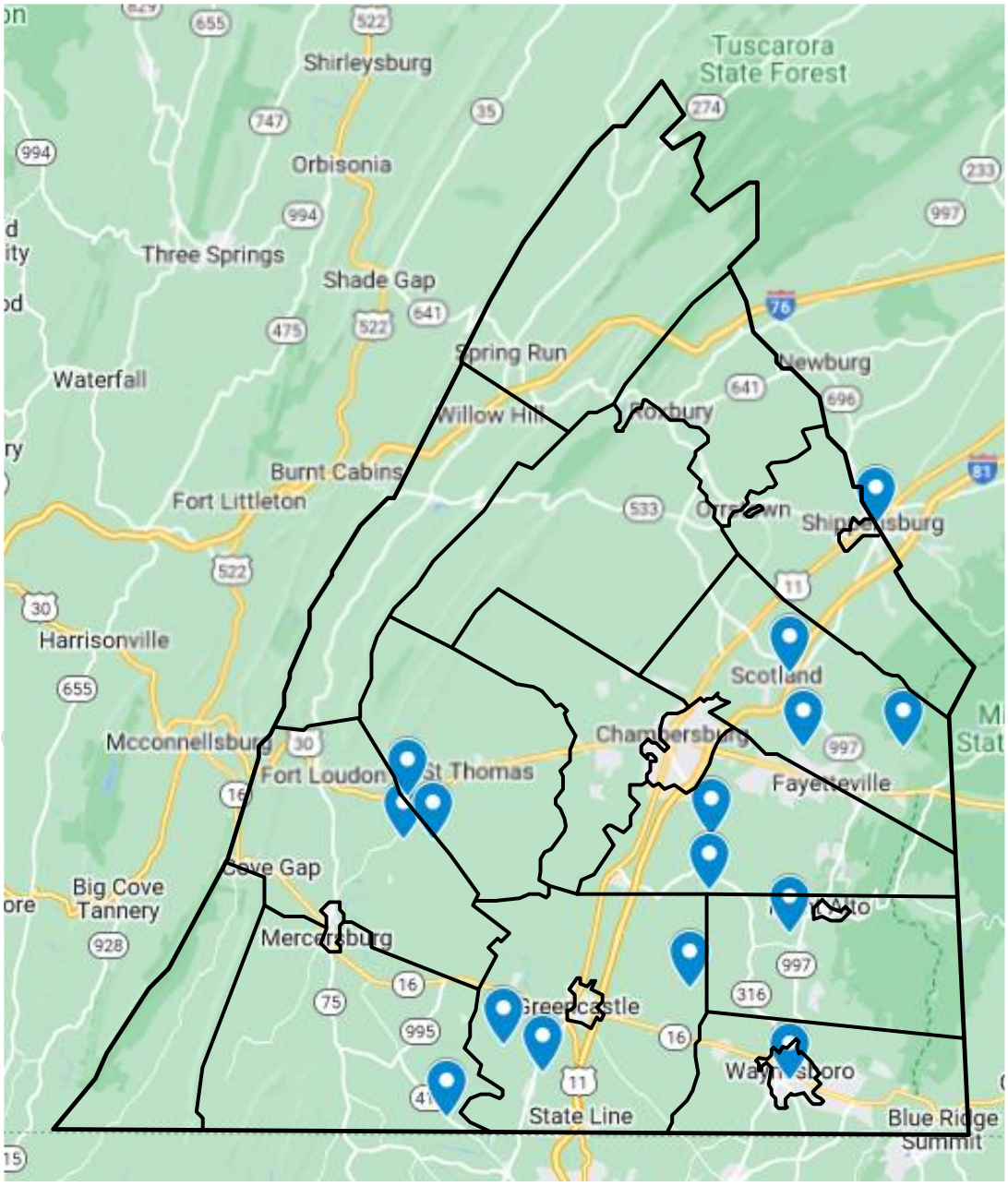


Figure 4.3.22.3.1: Tornado Events in Franklin County (1950-2022)

[144] Homefacts
[145] NOAA/NCEI

Table 4.3.22.3.1 below lists these events with the deaths, injuries, and property damage assessed for each storm.

#	Location	Municipality	Date	Time	Magnitude	Deaths	Injuries	Property Damage	Crop Damage
1	Grindstone Hill	Guilford Township	5/27/2022	1045	EF0	0	0	$70,000	$0
2	Lemasters	Peters Township	4/19/2019	1810	EF2	0	0	$100,000	$0
3	Milnor	Antrim Township	8/26/2012	1256	EF0	0	0	$10,000	$1,500
4	Zumbro	Guilford Township	5/26/2011	1710	EF1	0	0	$10,000	$0
5	Chambersburg	Greene Township	9/17/2004	1918	F1	0	0	$0	$0
6	St Thomas	Peters Township	9/17/2004	1828	F1	0	0	$0	$0
7	Greencastle	Antrim Township	9/17/2004	1814	F1	0	0	$0	$0
8	Shippensburg	Shippensburg Borough	7/30/1996	1830	F1	0	0	$0	$0
9	Waynesboro	Waynesboro Borough	7/19/1996	1330	F1	0	0	$0	$0
10	Pond Bank	Guilford Township	4/30/1994	2010	F2	0	2	$500,000	$0
11	Greencastle	Antrim Township	4/30/1994	2000	F1	0	0	$50,000	$0
12	Lemasters	Peters Township	6/19/1992	1120	F0	0	0	$25,000	$0
13	Mont Alto	Quincy Township	6/20/1989	1756	F1	0	0	$25,000	$0
14	Scotland	Greene Township	3/21/1976	1050	F0	0	0	$2,500	$0
15	Fayetteville	Greene Township	7/29/1974	1900	F1	0	0	$25,000	$0
Totals						**0**	**2**	**$817,500**	**$1,500**

Table 4.3.22.3.1: List of Tornado Events in Franklin County (1950-2022)

Franklin County has experienced 252 recorded High Wind/Thunderstorm Wind events on 188 separate days since 1950[146]. **Table 4.3.22.3.2** shows the municipalities where these events occurred in Franklin County since 1950.

[146] NOAA/NCEI

Municipality	# of Events	Deaths	Injuries	Property Damage	Crop Damage
Antrim Township	22	0	0	$85,000	$0
Chambersburg Borough	28	0	1	$120,500	$0
Fannett Township	11	0	0	$26,000	$0
Greencastle Borough	13	0	0	$22,500	$0
Greene Township	17	0	0	$627,500	$0
Guilford Township	27	0	0	$51,000	$0
Hamilton Township	38	0	0	$78,500	$0
Letterkenny Township	10	0	0	$51,000	$0
Lurgan Township	6	0	0	$10,000	$0
Mercersburg Borough	21	0	0	$35,500	$0
Metal Township	5	0	0	$9,000	$0
Mont Alto Borough	2	0	0	$6,000	$0
Montgomery Township	3	0	0	$10,000	$0
Orrstown Borough	1	0	0	$6,000	$0
Peters Township	5	0	0	$22,000	$0
Quincy Township	13	0	0	$18,000	$0
Shippensburg Borough	5	0	0	$17,000	$0
Southampton Township	2	0	0	$0	$0
St Thomas Township	7	0	0	$32,500	$0
Warren Township	3	0	0	$9,000	$0
Washington Township	17	0	0	$45,500	$0
Waynesboro Borough	26	0	0	$30,000	$0
Countywide Events	16	1	0	$58,450	$4,000
Totals	**254**	**1**	**1**	**$1,076,950**	**$4,000**

Table 4.3.22.3.2: Roll-up of Thunderstorm Wind and High Wind Events in Franklin County (1950-2022)[147]

Appendix H contains a complete list of all recorded Windstorm events with the deaths, injuries, and property damage assessed for each occurrence.

[147] NOAA/NCEI

4.3.22.4 Future Occurrence

At the national level, the FEMA National Risk Index Map calculates a community's relative risk for Tornado using an equation that combines scores for Expected Annual Loss due to natural hazards, Social Vulnerability and Community Resilience. According to FEMA, Franklin County's Expected Annual Loss for Tornado is classified as Relatively Low, the Social Vulnerability is Relatively Low and the Community Resilience is Relatively High, resulting in an overall Risk Index of Relatively Low as compared to other communities in the United States. The risk for a Wind event is slightly higher, with the Expected Annual Loss for Wind classified as Relatively Moderate, the Social Vulnerability is Relatively Low and the Community Resilience is Relatively High, resulting in an overall Risk Index of Relatively Moderate as compared to other communities in the United States.

While the chance of being hit by a tornado is small, the damage that results when the tornado arrives is devastating. An EF4 tornado can have wind velocities of 200 mph, resulting in a force of more than 100 pounds per square foot of surface area. This is a "wind load" that exceeds the design limits of most buildings. Unlike some hazards, tornadoes are not specific to select parts of the county. Rather, a tornado could strike any part of the county, and at any time, and could cause as much or as little damage as possible for the given magnitude event.

Based on tornado activity in Pennsylvania between 1950 and 2022, most of Franklin County has experienced within the area of 15 tornado events, all in the F0/EF0, F1/EF1, and F2/EF2 ranges (See **Table 4.3.22.3.1 above**). This equates to roughly 1 tornado every 4.8 years.

Based on the Tornado and Windstorm event history of Franklin County, the future occurrences of tornadoes and/or windstorms should be considered ***highly likely*** as defined by the Risk Factor ranking probability criteria (See **Section 4.4**).

4.3.22.5 Vulnerability Assessment

Based on all the information available, every community in Franklin County is equally vulnerable to the direct impacts of Tornadoes and Windstorms. For Tornadoes and Windstorms, all of Franklin County has been identified as the hazard area. Therefore, all critical facilities, houses, population, and infrastructure as outlined in **Tables 2.4.3 and 2.4.5, Section 2** are vulnerable.

Figure 4.3.22.5.1 below lists the vulnerability self-assessments of each of the Franklin County municipalities for the Tornado and Windstorm hazard. One can see that 7 of 22 municipalities rated this threat as a Major event. Furthermore, 7 of the remaining 15 municipalities have it ranked as a Moderate threat. This is a Moderate threat ranked number 6 highest for Franklin County and will garner significant attention during the Mitigation Strategy in **Section 6.**

Tornado/Windstorm Hazard Threat Risk Assessment											Risk Factor Scale		
											Catastrophic	3.0 - 4.0	
											Major	2.5 - 2.9	
											Moderate	2.0 - 2.4	
											Minor	1.5 - 1.9	
											Insignificant	1.0 - 1.4	
Municipality	Probability (1-4)	Wt	Impact (1-4)	Wt	Spatial (1-4)	Wt	Warning Time (1-4)	Wt	Duration (1-4)	Wt	Risk Factor (RF)	% of County Population	Contribution to County RF
Antrim Township	2	30%	3	30%	4	20%	3	10%	1	10%	2.7	10.12%	0.2732
Chambersburg Borough	2	30%	3	30%	3	20%	2	10%	1	10%	2.4	14.05%	0.3372
Fannett Township	3	30%	2	30%	3	20%	4	10%	1	10%	2.6	1.59%	0.0413
Greencastle Borough	3	30%	3	30%	3	20%	2	10%	1	10%	2.7	2.73%	0.0737
Greene Township	3	30%	2	30%	2	20%	4	10%	1	10%	2.4	11.82%	0.2837
Guilford Township	2	30%	2	30%	3	20%	4	10%	1	10%	2.3	9.38%	0.2157
Hamilton Township	2	30%	2	30%	3	20%	4	10%	1	10%	2.3	7.29%	0.1677
Letterkenny Township	2	30%	2	30%	2	20%	3	10%	1	10%	2.0	1.58%	0.0316
Lurgan Township	1	30%	1	30%	1	20%	3	10%	1	10%	1.2	1.42%	0.0170
Mercersburg Borough	2	30%	3	30%	4	20%	4	10%	1	10%	2.8	0.97%	0.0272
Metal Township	1	30%	1	30%	1	20%	2	10%	1	10%	1.1	1.13%	0.0124
Mont Alto Borough	1	30%	1	30%	1	20%	1	10%	1	10%	1.0	1.01%	0.0101
Montgomery Township	2	30%	2	30%	2	20%	4	10%	1	10%	2.1	3.68%	0.0773
Orrstown Borough	1	30%	1	30%	1	20%	1	10%	1	10%	1.0	0.14%	0.0014
Peters Township	2	30%	1	30%	1	20%	4	10%	1	10%	1.6	2.86%	0.0458
Quincy Township	2	30%	2	30%	1	20%	3	10%	1	10%	1.8	3.41%	0.0614
Shippensburg Borough	4	30%	2	30%	2	20%	3	10%	1	10%	2.6	0.75%	0.0195
Southampton Township	1	30%	1	30%	1	20%	4	10%	1	10%	1.3	5.49%	0.0714
St Thomas Township	4	30%	2	30%	2	20%	4	10%	1	10%	2.7	3.79%	0.1023
Warren Township	2	30%	2	30%	3	20%	4	10%	1	10%	2.3	0.21%	0.0048
Washington Township	2	30%	2	30%	1	20%	4	10%	1	10%	1.9	9.55%	0.1815
Waynesboro Borough	4	30%	2	30%	2	20%	4	10%	1	10%	2.7	7.02%	0.1895
Municipal Weighted Average Risk Factor (RF)													**2.246**

Figure 4.3.22.5.1: Municipal Tornado/Windstorm Threat Vulnerability Self-Assessment

Windstorm events related to Thunderstorms and High Winds are more common in Franklin County than are tornadoes, but the impacts to life and property of these events tends to be much smaller and localized. Combined there have been 269 Tornado and Windstorm events in Franklin County since 1950. Fortunately, the impacts to life have been relatively small with only 1 death and 3 injuries. On the other hand, property and crop damages have been significant, with $1,894,450 in property damages and $5,500 in crop damages.

Tornadoes and Windstorms will occur again in Franklin County and mitigation plans will have to be crafted to reduce the threat to life and property of our citizens.

4.3.22.6 Community Lifeline Integration

Potential impacts to the Community Lifelines for Tornado are shown below. There is potential for significant impacts to three lifelines (Safety & Security, Food/Water/Shelter, & Energy) and possible impacts expected for the remaining lifelines.

4.3.23 Transportation Accident

Transportation hazards can include, but are not limited to: hazardous materials in transit, vehicular accidents, aviation accidents, and at-grade railroad crossings and roadways vulnerable to floods. For the purposes of this plan, transportation accidents are defined as incidents involving highway, rail, and air travel.

4.3.23.1 Location and Extent

Within Franklin County, there are over 1,700 miles of roads and streets, over 400 bridges, 2 intermodal terminals, 1 airport, and about 149 miles of railways. Primary key routes move traffic and goods in and out of Franklin County. The following routes are considered primary key routes: I-81, I-76, US Route 30, US Route 11, and PA 16. Secondary key routes typically move traffic and goods within Franklin County. The following routes are considered secondary key routes: PA 997, PA 316, PA 75, PA 416, PA 433, PA 696, PA 641 and PA 533. **Figure 4.3.23.1.1** below identifies where these key secondary routes intersect. **Figure 4.3.23.1.2** shows where these intersections are in the county that can be high accident areas or choke points for evacuations.

SR	997	641	533	433	416	316	233	75	30	16	11
11	X		X	X		X			X	X	
16	X					X		X			
30	X				X		X	X			
75		X	X		X						
233	X										
316											
416											
433			X								
533	X										
641	X										
997											

Figure 4.3.23.1.1: Secondary Route Intersections in Franklin County

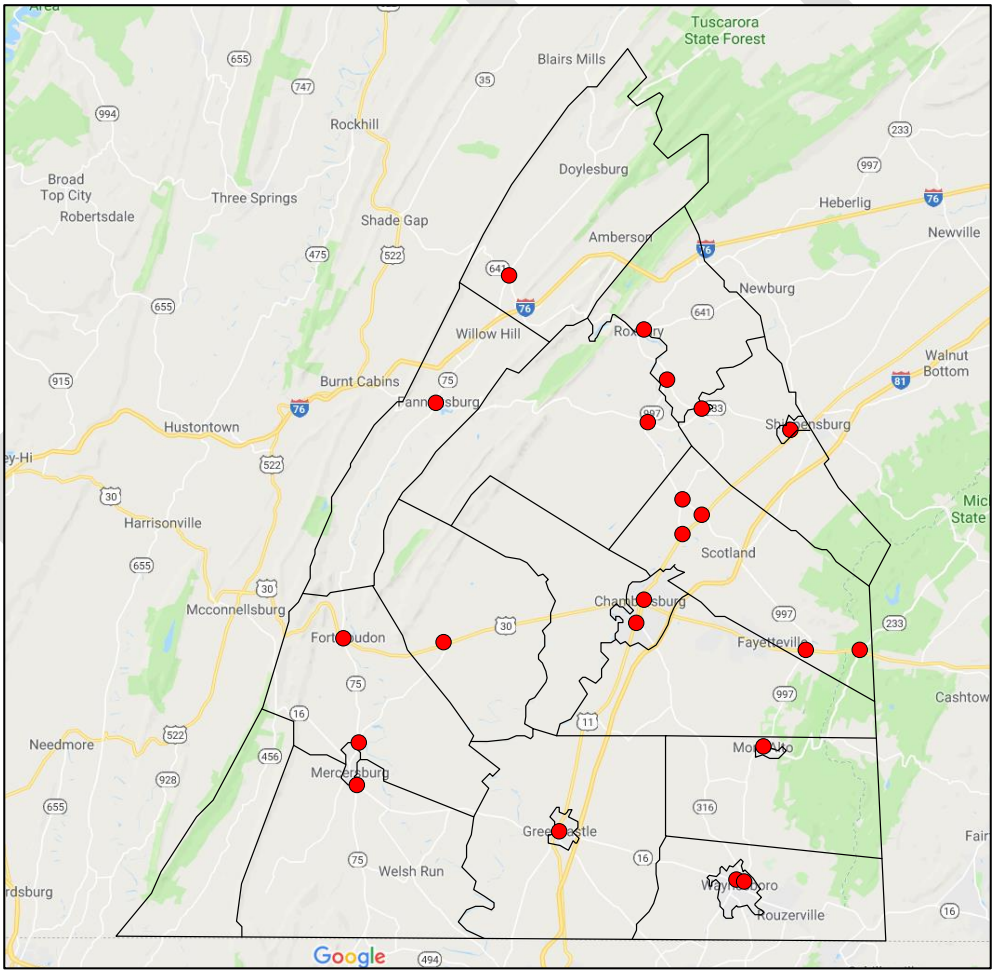


Figure 4.3.23.1.2: Locations of Key Secondary Route Intersections

Railroad Lines:

The county has two main railroad lines within its borders: Norfolk Southern Railroad Line and

CSX Railroad Line. The Norfolk Southern Railroad line runs along the center of Franklin County paralleling US Route 11 and I-81. The Norfolk Southern Railroad transverses through the following municipalities: Shippensburg Borough, Southampton Township, Greene Township, Chambersburg Borough, Guilford Township, Antrim Township, and Greencastle Borough. This railroad line utilizes a combination of at-grade crossing, and above and under grade road/street crossings. Out of the two aforementioned railroad lines, Norfolk Southern Railroad Line is built through densely populated areas in Franklin County. **Figure 4.3.23.1.3** depicts our railroad system.

Intermodal Terminals:

The county has 2 intermodal (railroad) terminals. One owned by Norfolk Southern in Antrim Township and the second owned by CSX in Guilford Township. Millions of goods enter or exit these 2 terminals by railcar or truck/tractor trailer thus creating additional usage on the road system and railroad line system (see **Figure 4.3.23.1.4** below for a map showing the Franklin County Rail System and Intermodal Facilities).

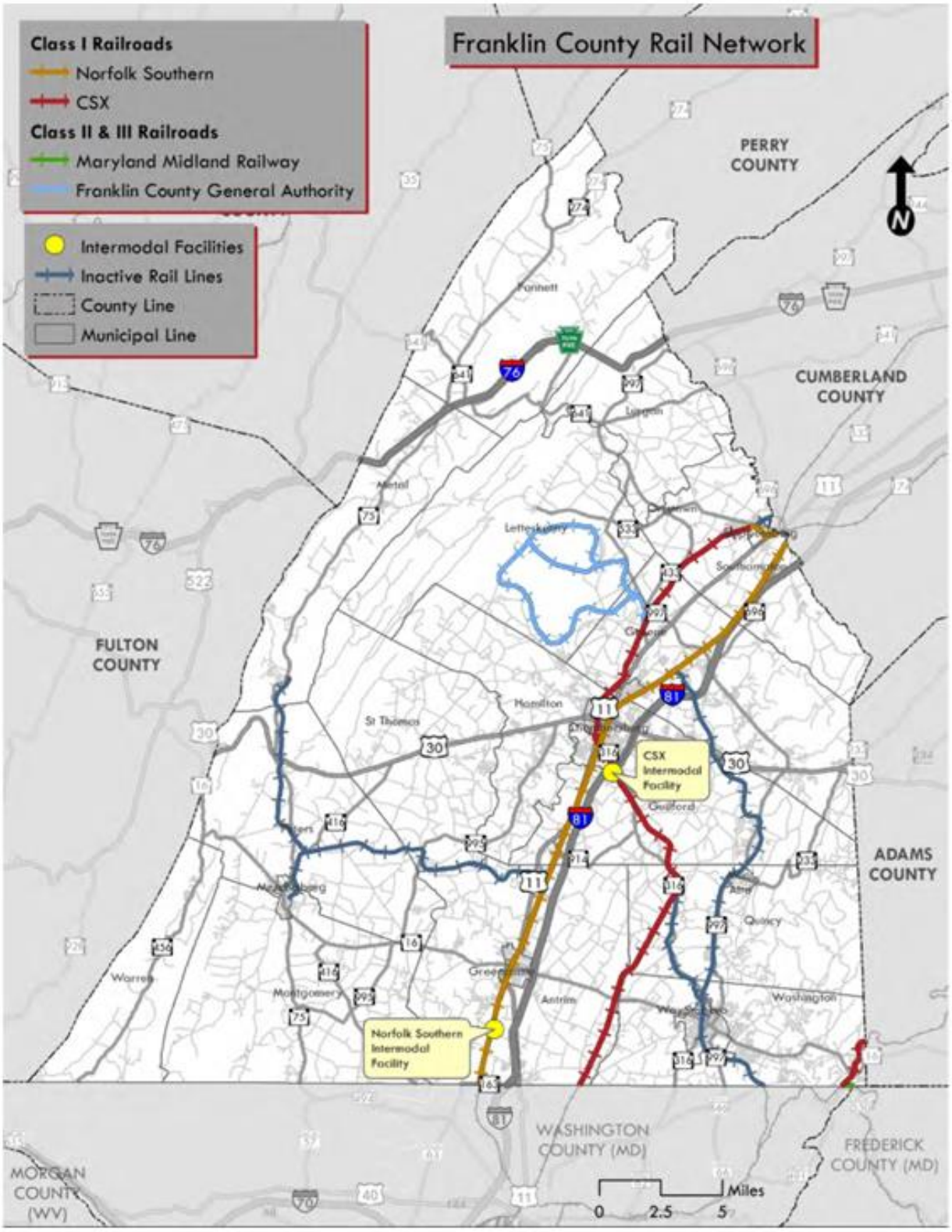


Figure 4.3.23.1.3: Franklin County Rail Network[148]

[148] PennDOT, 2020

Aviation:

The county has 1 publicly owned airport, the Franklin County Regional Airport (FCRA). Its governing authority is the Susquehanna Area Regional Airport Authority (SARAA). SARAA, in addition to the FCRA (formally known as the Chambersburg Municipal Airport) is in control of the Harrisburg International Airport, Capital City Airport, and the Gettysburg Regional Airport. SARAA's website notes that *"FCRA hosts approximately 10,000 operations each year including recreational flying, agricultural spraying, corporate and business flying, aerial inspections and various community events"*[149]. SARAA's website also notes that *"FCRA is home to the only full-service skydiving center in South Central Pennsylvania."* FCRA is located 2-3 miles north of the Borough of Chambersburg and just south of Letterkenny Army Depot. FCRA is generally located near agricultural fields (abutting land use), single family countryside homes, and a suburban style housing development. Due to the county's proximately to Harrisburg International Airport, Capital City Airport, PA Air National Guard (in Middletown, PA and Fort Indiantown Gap, PA), 167th Airlift Wing (West Virginia Air National Guard in Martinsburg, WV), and the Hagerstown-Washington County Regional Airport, the county's airspace is frequently visited by larger aircraft for multiple purposes including commercial and military training. A five-mile radius area around each airport could be considered a high-risk area since most aviation incidents occur near land or take-off sites. Air traffic flyovers present the possibility of injury, damage to structures, and fire, if an aircraft were to crash. For more information regarding aviation in Franklin County, please view the Franklin County Long-Range Transportation Plan (https://franklincountypa.gov/ckeditorfiles/files/Planning/FCMPO/FranklinCountyLRTP%202018.pdf). **Figure 4.3.23.1.4** depicts the location of FCRA and nearby aviation facilities with the 5, 10, and 20 mile radii annotated. **Figure 4.3.23.1.5** is a closer view of the Franklin County Regional Airport (FRCA).

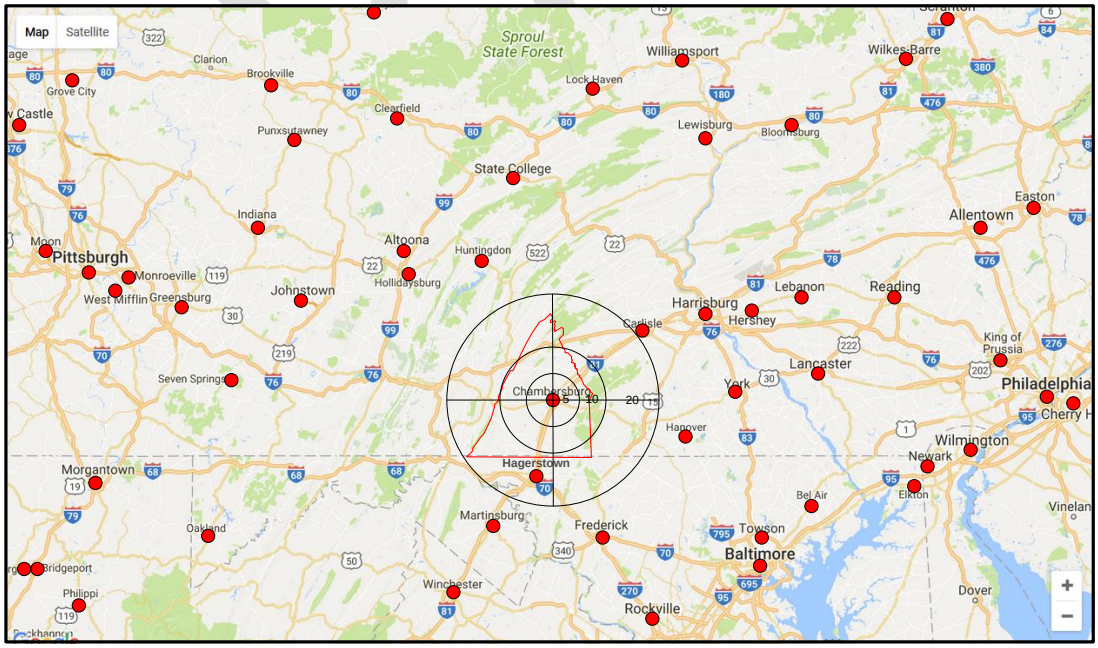


Figure 4.3.23.1.4: Location of FCRA and Nearby Public Airports in Franklin County

[149] Harrisburg International Airport

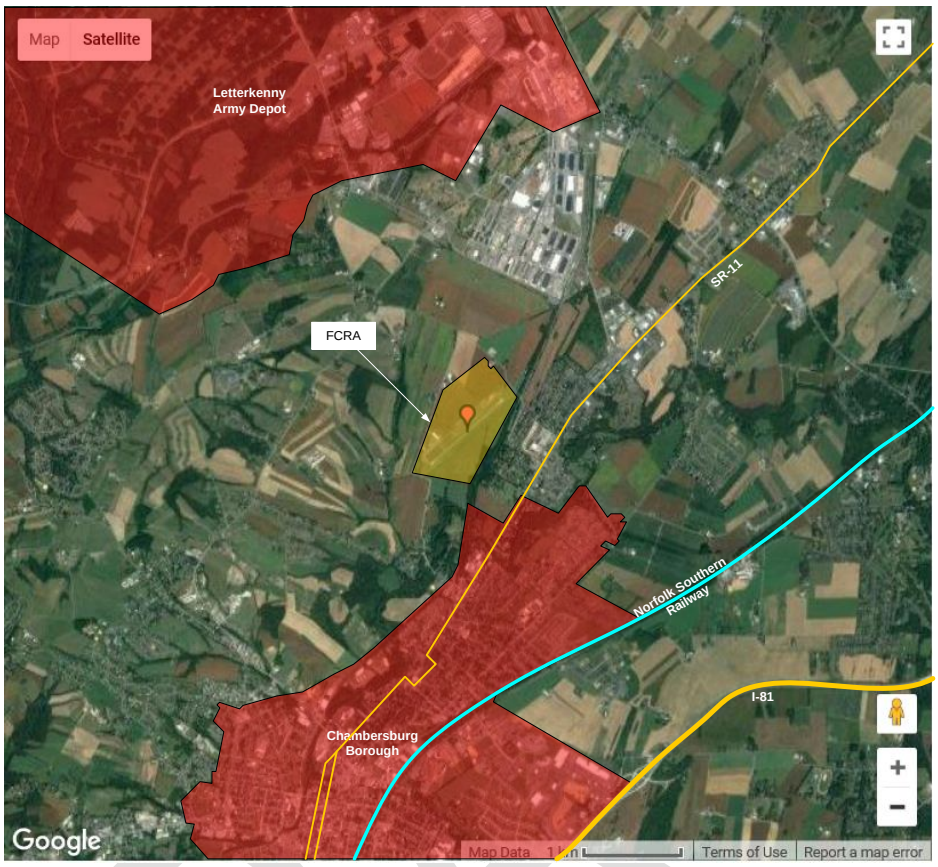


Figure 4.3.23.1.5: Franklin County Regional Airport (FRCA)

The Federal Aviation Administration (FAA) and the National Transportation Safety Board (NTSB) are the agencies responsible for monitoring air travel and investigation accidents. Some of the most common causes of aviation accidents occur as a result of violations of FAA and NTSB regulations. Some other causes of accidents include, but are not limited to:

- Pilot or flight crew errors – Pilot errors are the number one cause of aviation accidents and account for the highest number of fatalities. Pilots have the responsibility to transport passengers safely from one place to another and follow the FAA and NTSB regulations to better ensure passenger safety. If a pilot or flight crew makes an error, an accident may occur.
- Faulty equipment – Faulty aircraft equipment or mechanical features are another common cause of an aviation accident.
- Aircraft design flaws – The manufacturer of an aircraft is responsible for an aviation accident if the structural design is flawed and results in an accident.
- Failure to properly fuel or maintain the aircraft – If any regulations and safety standards set by the FAA or NTSB are violated, an accident may occur.
- Negligence of Federal Air Traffic Controllers – The failure of air traffic controllers to properly monitor the airways is another cause of aviation accidents (Aviation Law News, Date Unknown).

Highway and Bridge:

Franklin County's (2018) Long-Range Transportation Plan (LRTP) notes that the county's highway network includes the Pennsylvania Turnpike (I-76), I-81, 15 state routes, 2 US Routes (11 and 30), and more than 100 local roads. Based on mileage, local roads represent the majority of the system (62.4%), however, only 13% percent of the daily vehicle miles traveled (DVMT) in Franklin County are on local roads. The majority of travel occurs on I-76 and I-81, which traverse the county. These 2 routes accommodate 38% of the county's DVMT, but only account for 2% of roadway mileage in the county. The LRTP also describes the bridge system in Franklin County: There are a total of 437 state- and locally-owned bridges in Franklin County. The PennDOT Bridge Management System (BMS) identifies 323 bridges greater than 8 feet in length on the state-owned network. Nine and one-half (9.5) percent of the bridges greater than 8 feet in length are structurally deficient. On the locally-owned network there are 114 bridges that are greater than or equal to 20 feet in length, of which, 13.4% are structurally deficient. An unknown number of local bridges with a total length of less than 20 feet are also located throughout the county.

From State Line, PA to Shippensburg, PA (Southampton Township), Franklin County has 9 existing and 1 planned (future) interchange with I-81 as well as 2 interchanges with I-76. However, the majority of the average daily traffic occurs on I-81, US 11, US 30 and SR (PA) 16.

The highway and bridge system also includes traffic signals. The county's traffic signal system contains a total of 123 traffic signals. Eighty-nine (89) percent of these traffic signals are concentrated in and around Chambersburg Borough and along Route 16 in the Boroughs of Greencastle and Waynesboro. Chambersburg Borough accounts for 40% of the signals in the county's system, with a total of 50 signals within its jurisdiction.

The LRTP notes that 72 state owned bridges greater than 8 feet within Franklin County are structurally deficient or functionally obsolete. Of the 127 locally-owned bridges with a total length greater than 20 feet, 13% (17 bridges) are structurally deficient (SD) and 17% (21 bridges) are functionally obsolete (FO). Nine (9) local bridges are posted for weight restrictions. Refer to **Figure 4.3.23.1.6** below for a map showing for Franklin County's structurally deficient and functionally obsolete bridges.

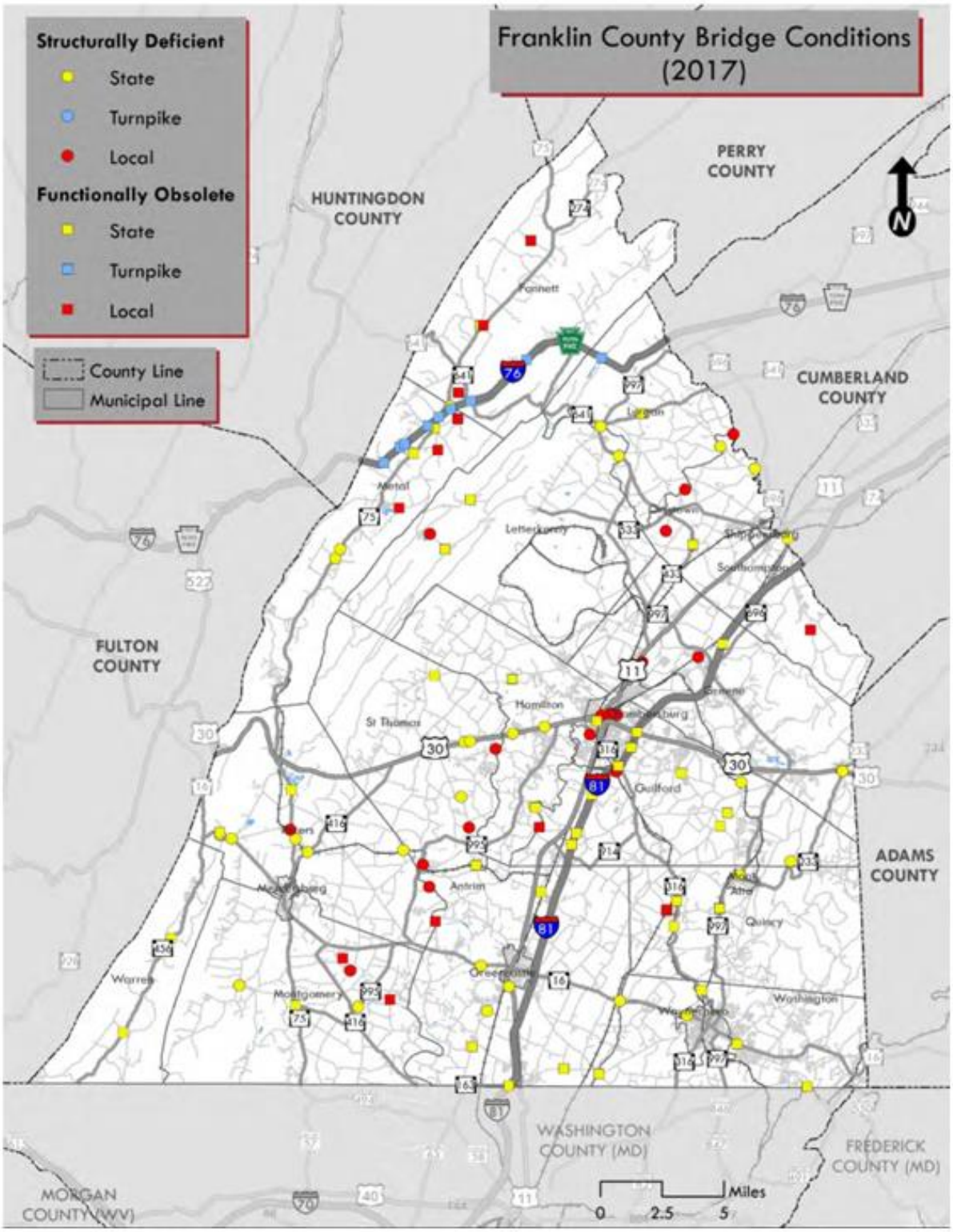


Figure 4.3.23.1.6: Structurally Deficient & Functionally Obsolete Bridges[150]

Figure 4.3.23.1.7 depicts the county's highway system.

[150] Franklin County Long-Range Transportation Plan, 2018

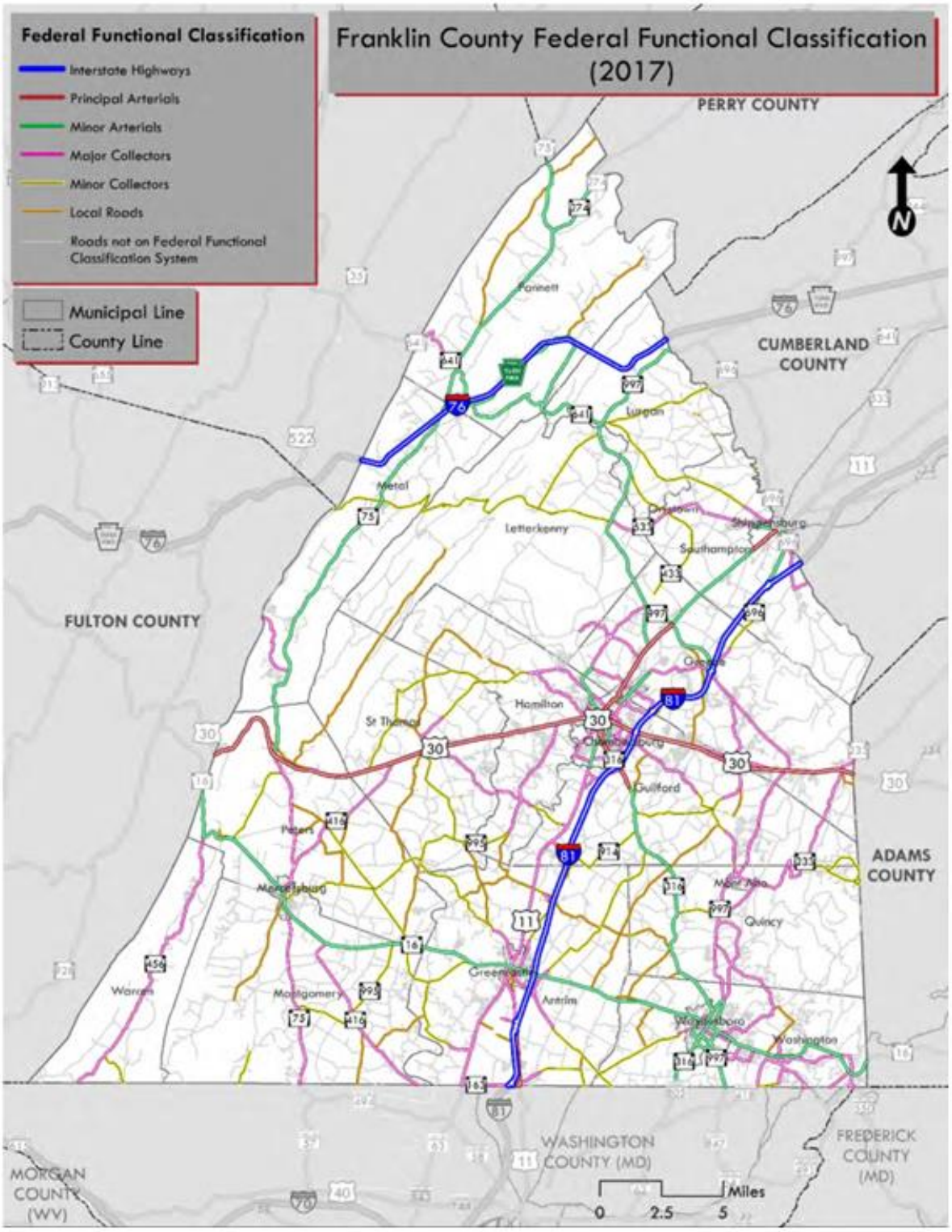


Figure 4.3.23.1.7: Franklin County Highway and Bridge Systems[151]

[151] Franklin County Long-Range Transportation Plan, 2018

There is no expected warning time for vehicular accidents. Contributing factors for these accidents are typically associated with the driver, vehicle, and the environment. Factors associated with the driver include error, speeding, experience, and blood-alcohol level. Factors associated with the vehicle include type, condition, and center of gravity. Environmental factors include quality of the infrastructure, weather, and obstacles. The majority of vehicular accidents are attributed to the driver. Vehicular accidents can have severe effects on those directly involved, as well as to others not directly involved. Other effects may include severe traffic delays, lost sales to businesses, delayed commodity shipments, and increased insurance costs[152].

Non-motorized Transportation:
Franklin County boasts a multitude of natural and built resources for bicyclist, pedestrian, and horse and buggy use. In Franklin County's more populated communities, pedestrians can walk along sidewalks and cross at numerous crosswalks and signalized intersections. Bicyclists can take advantage of Bicycle Route "S" that traverses the entire county as well as the existing grid street network in the county's larger communities and the recreation/exercise routes that extend throughout the countryside. Numerous recreational trails travel throughout the county, including nationally-recognized hiking and bicycling destinations. In northwestern Franklin County, where buggy traffic is heaviest, varying levels of accommodation exist along the county's roadway network, mainly in the form of wide shoulders. It is important to note the severity of a non-motorized versus motorized accidents/incidents, due to the high concentration of Amish communities in Franklin County and a growing bicycling community.

4.3.23.2 Range of Magnitude

A transportation hazard may be defined as a condition created by moving anything by common carrier. Transportation hazards can be divided into two categories: hazards created by the material that is being transported; and hazards created by the transportation medium. Transportation systems available in Franklin County include air, rail, and road/highway/street. A major accident in each of these transportation systems is possible. All of these systems and supporting transportation resources provide services locally, regionally, and nationally.

Vehicular Accidents/Hazards: A vehicular accident is a road/highway/street incident that usually involves one vehicle colliding with another vehicle or other road/highway/street user or an animal or stationary roadside object (e.g.: telephone pole, building, or a tree). A vehicular accident may result in injury, property damage, or possibly fatalities. Many factors contribute to vehicle accidents/incidents, including equipment failure, poor road conditions, weather, traffic volume, and driver behavior.

Aviation Accidents/Hazards: According to the International Civil Aviation Organization, an aviation accident is an occurrence with the operation of an aircraft that takes place between the time a person boards the aircraft with the intention of flying to a destination to the time the person disembarks the aircraft. There are 3 different situations that qualify as an aviation accident:

[152] Cova J. T. and Conger S., 2004

- A person is fatally or seriously injured.
- The aircraft sustains damage or structural failure.
- The aircraft is missing or inaccessible.

An aviation incident is an occurrence, other than an accident, associated with operation of an aircraft that affects or could affect the safety of operation[153].

Hazardous Materials (HAZMAT) in Transit: A HAZMAT is defined as a substance or material determined to be capable of posing an unreasonable risk to health, safety, or property when transported. They come in various forms that can cause death, serious injury, long-lasting health effects, and damage to buildings, homes, and other property. As stated previously in the HAZMAT definition, unreasonable risk covers a broad range of health, fire, and environmental considerations. HAZMAT substances include explosives, flammable solids, substances that become dangerous when wet, oxidizing substances, and toxic liquids. An accident involving a vehicle carrying HAZMAT becomes a HAZMAT incident if the HAZMAT leaks, is involved in a fire, or if the potential for release, or other hazards exists. Hazards can occur during production, storage, transportation, use, or disposal[154]. Additional effects of the release of hazardous materials from transportation accidents are addressed in the Environmental Hazard profile (**Section 4.3.7**).

Railway Accidents/Hazards: Railway accidents are accidents involving one or more trains.

Transportation accidents described here include incidents involving road, air, and rail travel. At a minimum, transportation accidents can result in damage to the vehicles and minor injuries to passengers and drivers. At worst, significant transportation accidents can result in death or serious injury or extensive property loss or damage coupled with business interruptions and hours of congestion. Most air incidents are non-fatal and cause minor injuries or property damage. The majority of motor vehicle crashes are non-fatal in Pennsylvania, but as of 2021, Penn DOT estimated that every hour (across the Commonwealth) 7 people are injured in a car crash, and every 7 hours someone dies as a result of a car crash. Most fatal crashes occur in the months of October, November & December. The expected impacts of transportation accidents are amplified by the fact that there is often little warning of accidents.

The environmental impacts of transportation accidents can vary greatly. In the case of a simple motor vehicle crash, train derailment, or aviation accident, the environmental impact is minimal. However, if the accident involves any type of vehicle moving chemicals or other hazardous materials, the impact will be considerably larger and may include an explosion or the release of potentially hazardous material.

4.3.23.3 Past Occurrence

County-wide vehicle crash analysis data was collected from PennDot for the years 2017 through 2021. An analysis of this data was conducted to logically group the crashes into common

[153] National Business Aviation Association
[154] Ready.gov

condition and causal factors. This analysis can be seen in **Table 4.3.23.3.1** below. The analysis allowed the project team to identify trends to indicate safety concerns. The data shows that most vehicle crashes are a single vehicle, run-off-the-road type of accidents generally involving fixed objects. It also shows that about half of these accidents are occurring on local versus state roads. However, the analysis becomes a little more interesting when you look at some of the causal factors. Driver impairment and experience/ability seem to be leading causes of most accidents and they tend to occur more often at intersections. It is understood that most accidents involve multiple factors and conditions and this chart captures single accidents with multiple entries, but it does give us empirical data in which to make some mitigation decisions to reduce the overall risk to the travelling public.

Accident Description	2017	2018	2019	2020	2021
Total Accidents	**1487**	**1545**	**1569**	**1284**	**1495**
Single Vehicle Run-Off-The-Road	**603**	**623**	**659**	**567**	**606**
Hit Fixed Object	**507**	**521**	**542**	**493**	**510**
Hit Utility Pole	157	178	187	164	168
Hit Tree	96	95	102	86	86
Hit Guiderail	63	68	86	57	84
Intersection	**480**	**523**	**458**	**321**	**411**
Stop Controlled Intersection	182	208	188	123	148
Signalized Intersection	148	152	138	104	154
Running Red Light	43	46	44	38	55
Pedestrian	26	33	17	17	27
Bicycle	7	5	7	4	10
Driver Impairment					
Distracted Driver	177	157	148	161	164
Alcohol-Related	122	137	130	109	143
Drinking Driver	119	136	129	108	141
Aggressive Driving	82	83	69	107	101
Drowsy/Asleep Driver	57	33	45	35	29
Driver Experience/Ability Related	**1032**	**1091**	**1083**	**871**	**1040**
Involving a 50-64 Year Old Driver	391	431	441	320	425
Involving a 65-74 Year Old Driver	186	193	177	153	163
Involving a 75+ Year Old Driver	129	126	132	99	130
Involving a 18 Year Old Driver	94	93	63	74	78
Involving a 17 Year Old Driver	76	76	85	63	73
Involving a 19 Year Old Driver	60	84	91	62	70
Involving a 20 Year Old Driver	68	72	67	73	71
Involving a 16 Year Old Driver	28	26	27	27	30
Local Road (only)	**279**	**302**	**326**	**240**	**265**
Unrestrained	**129**	**158**	**155**	**127**	**128**
Heavy Truck	**99**	**103**	**111**	**104**	**123**
Head-on / Opposite Direction Side Swipe	**98**	**90**	**91**	**68**	**102**
Motorcycle	**43**	**45**	**45**	**33**	**53**
Speeding	**61**	**58**	**46**	**50**	**63**
Vehicle Failure Related (any factor)	**59**	**46**	**53**	**55**	**57**
Cross Median	**41**	**43**	**28**	**24**	**32**
Work Zone	**14**	**7**	**4**	**4**	**5**
Train/Trolley with Motor Vehicle	**0**	**0**	**0**	**1**	**1**
Horse and Buggy	**2**	**0**	**0**	**1**	**5**

Table 4.3.23.3.1: Vehicle Accidents in Franklin County (2017-2021)[155]

[155] PennDOT, 2023

In addition to the analysis above, Franklin County averaged 18.8 fatalities per year from 2017-2021, with a total of 94 fatalities during that time. There were also 13 pedestrian fatalities during that same timeframe.

We also searched PennDOT data to see how many Pedestrian related accidents and were recorded in the county between January 2017 and December 2021. **Table 4.3.23.3.2** lists pedestrian accidents in the county during that time and includes accidents with fatalities and injuries.

Municipality	Accidents with Fatalities	Accidents with Injuries	Total Pedestrian Accidents
Antrim Township	0	6	**6**
Chambersburg Borough	5	39	**45**
Fannett Township	1	1	**2**
Greencastle Borough	0	5	**5**
Greene Township	4	7	**11**
Guilford Township	1	11	**12**
Hamilton Township	0	0	**0**
Letterkenny Township	0	0	**0**
Lurgan Township	0	1	**1**
Mercersburg Borough	0	2	**2**
Metal Township	0	0	**0**
Mont Alto Borough	0	0	**0**
Montgomery Township	0	0	**0**
Orrstown Borough	0	0	**0**
Peters Township	0	3	**3**
Quincy Township	0	3	**3**
Shippensburg Borough	0	1	**1**
Southampton Township	0	1	**1**
St Thomas Township	0	2	**2**
Warren Township	0	0	**0**
Washington Township	0	4	**4**
Waynesboro Borough	2	22	**24**
Totals	**13**	**108**	**122**

Table 4.3.23.3.2: Pedestrian Accidents in Franklin County (2017-2022)

Franklin County is also a busy area for commercial and private aviation traffic. A search of the

National Transportation Board (NTSB) and Federal Aviation Administration's (FAA) accident/incident databases as well as other online resources was performed for Franklin County. We were able to uncover several incidents and accidents that have occurred in Franklin County since 1965. **Figure 4.3.23.3.1** below shows the geographic location of the accidents that were uncovered. **Table 4.3.23.3.3** below shows all aviation incidents and accidents that were discovered.

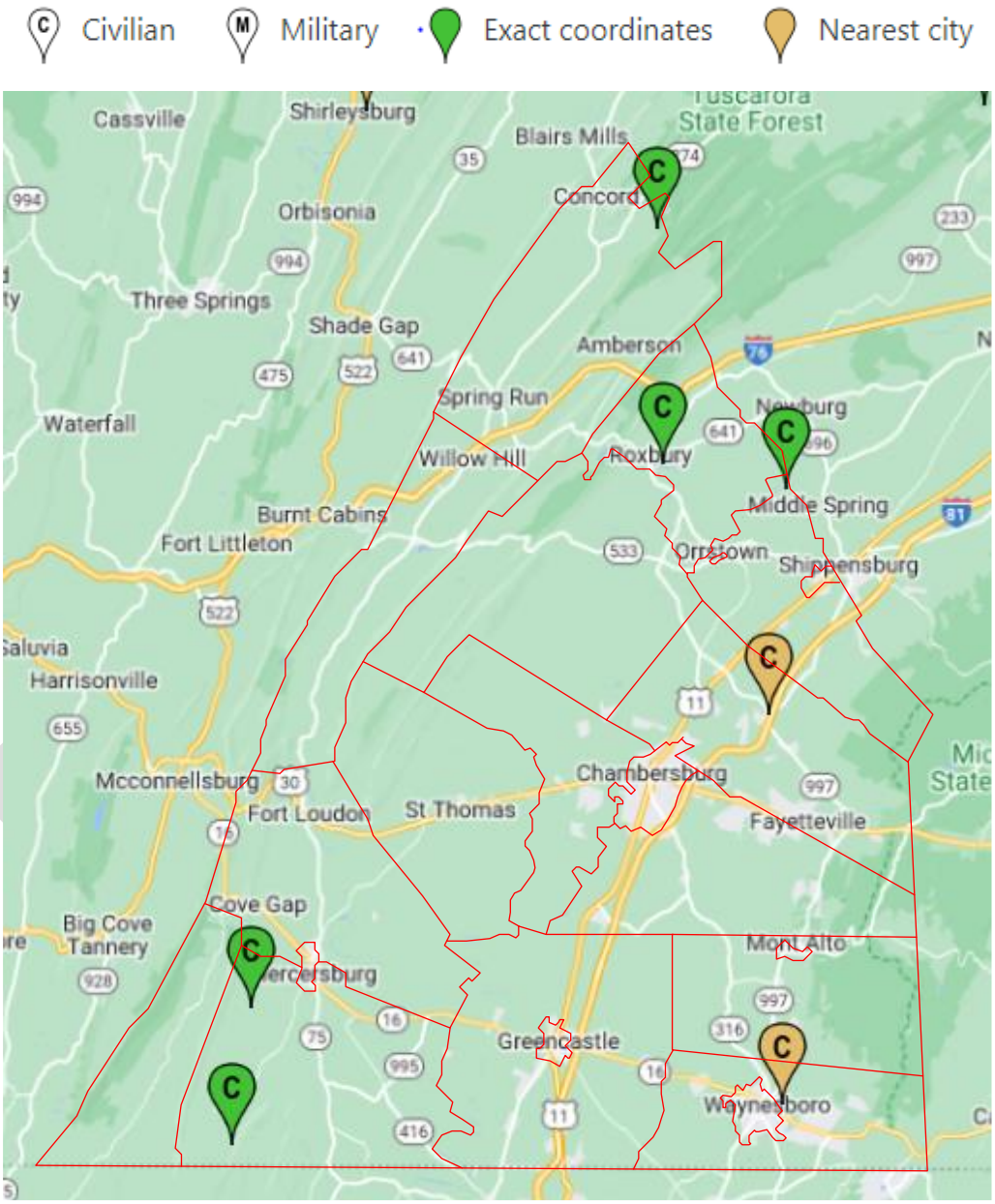


Figure 4.3.23.3.1: Aviation Accidents in Franklin County (1972-2022)[156]

[156] Baker, Lee C, 2009-2011

Date	Location	Event Type	Airport (if appropriate)	Event description	Injuries/Fatalities (if known)
5/11/2014	Roxbury, PA	Accident		Highlander crash	1 injury plane
4/12/2009	Chambersburg, PA	Incident	Franklin County Regional Airport	Landing	
4/25/2006	Montgomery Township	Accident		Cessna 172L crash	1 fatality plane
1/14/2004	Chambersburg, PA	Incident	Franklin County Regional Airport	Roll-out (Fixed Wing)	
8/15/2002	Chambersburg, PA	Incident	Franklin County Regional Airport	To initial climb (1st Power Reduction)	
8/3/2000	Chambersburg, PA	Incident	Franklin County Regional Airport	Other Ground Operations	
6/8/2000	Chambersburg, PA	Incident	Franklin County Regional Airport	Normal Cruise	
11/18/1998	Chambersburg, PA	Incident		Forced Precautionary Landing from cruise	
8/8/1998	Chambersburg, PA	Incident		Level Off Touchdown	
10/8/1996	Fannett Township	Accident		Beech F33A crash	2 fatalities plane
6/15/1996	Chambersburg, PA	Incident		Parachute Jumping	
8/20/1994	Chambersburg, PA	Incident		Forced Precautionary Landing from cruise	
8/16/1994	Waynesboro Borough	Accident		Cessna 320C crashed	2 fatalities plane/ 2 fatalities ground
5/12/1992	Chambersburg, PA	Incident	Lost Acres	Level Off Touchdown	
11/18/1998	Chambersburg, PA	Incident	Franklin County Regional Airport	Forced Precautionary Landing from cruise	
3/3/1984	Chambersburg, PA	Incident	Franklin County Regional Airport	Force Precautionary Landing	
12/7/1984	Chambersburg, PA	Incident	Chambersburg Municipal Airport	Ground Taxi, other airplane	
8/16/1982	Greene Township	Accident		Cessna A152 crash	
11/28/1981	Chambersburg, PA	Incident	Chambersburg Municipal Airport	Roll-out (Fixed Wing)	
8/18/1979	Greene Township	Accident		Cessna 172M crash	
1/15/1978	Chambersburg, PA	Incident		Forced Precautionary Landing from cruise	
6/18/1972	Fannett Township	Accident		Beech 23 crash	

Table 4.3.23.3.3: Aviation Accidents & Incidents Franklin County (1972-2022)[157,158]

As one can see, we have had several accidents and incidents over the past 50 years, but only two accidents in the past 20 years in Franklin County. The aviation industry is highly regulated and takes lessons learned from accidents and incidents to improve overall safety of the travelling

[157] Baker, Lee C., 2009-2020

[158] NTSB, Aviation Accident Database & Synopses

public. As a result, the accident trend in Franklin County has dropped significantly. However, we do have a small regional airport and several mountain ridges surrounding the county. Since pilot error is a general contributing factor to most private plane crashes, the aviation accident threat is still a viable concern to the travelling public as well as those living nearby this regional airport.

Federal Railroad Administration (FRA) defines an accident/incident as a reportable event. These include (1) collisions, derailments, and other events involving the operation of on track equipment; (2) impacts between railroad on-track equipment and highway users at crossings; and (3) all other incidents or exposures that cause a fatality or injury to any person. Accidents/incidents are divided into three groups:

> **1. Train accident.** A safety-related event involving on-track rail equipment, causing monetary damage to the rail equipment and track.
>
> **2. Highway-rail grade crossing incidents.** Any impact between a rail and highway user at a designated crossing site.
>
> **3. Other incidents.** Any death, injury, or occupational illness of a railroad employee that is not the result of a "train accident" or "highway-rail incident."

Even with the significant freight train traffic in Franklin County due to the 2 Intermodal Railroads Hubs (Norfolk Southern & CSX), we have only recorded 4 incidents between 2013 and 2022: 2 minor derailments due to an improperly lined switch; 1 highway rail-grade crossing accident due to drive inattentiveness and 1 incident involving moving cars while loading equipment was not in proper position [159]

4.3.23.4 Future Occurrence

Transportation hazards are impossible to accurately predict, but an analysis of the data provided above can provide general areas of concern to allow for the development of mitigation actions for each municipality.

New highway and logistic/warehouse construction, including the addition of interchange 12 on I-81 (Guilford Springs Road) and the industrial zoned land between US Route 11 and I-81 (between Chambersburg and Marion) will likely result in increased trucking and traffic congestion. However, there is some hope that the Greater Chambersburg Traffic Signal Improvement Project will properly coordinate traffic signals to help improve the flow of vehicle traffic. Additionally, the current trend of shopping is moving from purchasing products at the 'brick and mortar' stores to online will continue and we will likely see an increase in delivery vehicles across all types of highways, roads, and streets.

Non-motorized accidents may continue to occur at the same level in Franklin County until driver behavior and/or highways/roads/streets are rebuilt or renovated to include the non-motorized user (e.g.: wider shoulder for horse and buggy use).

[159] Federal Railroad Administration, 2023

The average rate of aviation accidents nationwide is 9.2 accidents per 100,000 flight hours[160]. Therefore, the likelihood of an aviation incident in the county is considered low.

A review of the railway accident/incident information above indicates that the numbers of accidents in the county will remain relatively low. However, it is expected as increased train traffic continues due to our 2 intermodal facilities, the number of railway incidents will continue to rise.

4.3.23.5 Vulnerability Assessment

Transportation systems available in the county include rail, road/street, and air. Hazards associated with transportation can either be created by natural hazards that affect the roadway or rail system, the material being transported, or created by the transportation medium itself. Overall, the probability of future transportation accidents can be considered ***likely*** according to the Risk Factor Methodology (See **Section 4.4**).

Figure 4.3.23.5.1 below lists the vulnerability self-assessments of each of the Franklin County municipalities for the Transportation Accident hazard. One can see that 7 of 22 municipalities rated this threat as either a Catastrophic or Major event and 5 of the remaining 15 municipalities have it ranked as a Moderate threat. This is a Moderate threat ranked number 7 highest for Franklin County and will garner significant attention during the Mitigation Strategy in **Section 6.**

[160] NTSB, 2023

Transportation Accident Hazard Threat Risk Assessment											Risk Factor Scale	
											Catastrophic	3.0 - 4.0
											Major	2.5 - 2.9
											Moderate	2.0 - 2.4
											Minor	1.5 - 1.9
											Insignificant	1.0 - 1.4
Municipality	Probability (1-4)	Wt	Impact (1-4)	Wt	Spatial (1-4)	Wt	Warning Time (1-4)	Wt	Duration (1-4)	Wt	Risk Factor (RF)	% of County Population	Contribution to County RF
Antrim Township	3	30%	2	30%	1	20%	4	10%	1	10%	2.2	10.12%	0.2226
Chambersburg Borough	2	30%	3	30%	2	20%	2	10%	1	10%	2.2	14.05%	0.3091
Fannett Township	3	30%	2	30%	3	20%	4	10%	1	10%	2.6	1.59%	0.0413
Greencastle Borough	3	30%	3	30%	3	20%	4	10%	1	10%	2.9	2.73%	0.0792
Greene Township	3	30%	1	30%	1	20%	4	10%	1	10%	1.9	11.82%	0.2246
Guilford Township	4	30%	3	30%	1	20%	4	10%	1	10%	2.8	9.38%	0.2626
Hamilton Township	2	30%	2	30%	2	20%	4	10%	1	10%	2.1	7.29%	0.1531
Letterkenny Township	4	30%	2	30%	1	20%	4	10%	1	10%	2.5	1.58%	0.0395
Lurgan Township	1	30%	1	30%	1	20%	3	10%	1	10%	1.2	1.42%	0.0170
Mercersburg Borough	1	30%	1	30%	1	20%	4	10%	1	10%	1.3	0.97%	0.0126
Metal Township	3	30%	2	30%	1	20%	4	10%	1	10%	2.2	1.13%	0.0249
Mont Alto Borough	2	30%	1	30%	1	20%	4	10%	1	10%	1.6	1.01%	0.0162
Montgomery Township	3	30%	3	30%	4	20%	4	10%	1	10%	3.1	3.68%	0.1141
Orrstown Borough	1	30%	1	30%	1	20%	1	10%	1	10%	1.0	0.14%	0.0014
Peters Township	2	30%	1	30%	1	20%	4	10%	1	10%	1.6	2.86%	0.0458
Quincy Township	2	30%	1	30%	1	20%	4	10%	1	10%	1.6	3.41%	0.0546
Shippensburg Borough	2	30%	2	30%	1	20%	4	10%	1	10%	1.9	0.75%	0.0143
Southampton Township	2	30%	1	30%	2	20%	4	10%	1	10%	1.8	5.49%	0.0988
St Thomas Township	4	30%	2	30%	2	20%	4	10%	1	10%	2.7	3.79%	0.1023
Warren Township	4	30%	2	30%	2	20%	4	10%	1	10%	2.7	0.21%	0.0057
Washington Township	1	30%	2	30%	1	20%	4	10%	1	10%	1.6	9.55%	0.1528
Waynesboro Borough	3	30%	2	30%	1	20%	4	10%	1	10%	2.2	7.02%	0.1544
Municipal Weighted Average Risk Factor (RF)													**2.147**

Figure 4.3.23.5.1: Municipal Transportation Accident Threat Vulnerability Self-Assessment

Potential losses from transportation hazards include human health and life, property, and natural resources. Vehicular accidents, flooded roadways, aviation accidents, and accidents at public railroad crossings at grade may result in injury or death to drivers and passengers on the road, the public in the immediate vicinity, and emergency services personnel. The number of people exposed depends on population density, both by day and night, and on the proportions located indoors and outdoors.

As a result of insufficient data, a full loss estimate was not completed for the transportation hazard. Loss of roadway use would affect thousands of commuters, employment, day-to-day operations within the county, and delivery of critical municipal and emergency services. Disruption of one or more of these modes of transportation can lead to the congestion of another, and not only affect the county, but the region as a whole. Increased development in the county and region will contribute to increased road and rail traffic.

While it is not possible to predict when and where a transportation accident will occur, the local fire and police departments, as well as the Pennsylvania State Police, are generally well-equipped and prepared to respond to these situations. In addition, established emergency procedures are in place and remediation occurs in a timely manner, so any infrastructure would be repaired as needed. However, these events can be costly.

In regards to vehicular accidents, data indicates that these are frequent occurrences and as traffic increases, the potential for vehicular accidents also can occur. Law enforcement, driver education, and transportation management efforts can help to reduce the potential for accidents. Existing and future mitigation efforts should continue to be developed and employed to reduce the potential impact of such events and prepare the county and local responders for these situations.

4.3.23.6 Community Lifeline Integration

Potential impacts to the Community Lifelines for a Transportation Accident are shown below. There is potential for significant impacts to one lifeline (Transportation), possible impacts for four lifelines (Safety & Security, Energy, Communications, and Hazardous Materials and minimal impact is expected for the remaining lifelines.

4.3.24 Urban Fire and Explosion

Urban fire and explosion hazards incorporate vehicle and building/structure fires as well as overpressure rupture, overheat, or other explosions that do not ignite. Statewide, this hazard occurs in the denser, more urbanized areas and occurs most often in residential structures.

4.3.24.1 Location and Extent

Structural fires within Franklin County have had a detrimental impact on life and property just like in any other county over the past decade. In today's time there is a never ending change in building material that has created a threat of fire loss on a regular basis.

4.3.24.2 Range of Magnitude

The severity of any structure fire varies and is measured according to any losses associated with an incident. If the structure fire is a residential structure the impact to a local economy will be

more minimal, unlike if it were to be a commercial structure. The loss of life caused by a structure fire is opposite of the two impacts above. Normally the loss of life in a structure fire is more common to occur within a residential structure rather than a commercial structure.
In Franklin County most structure fires occur in a residential structure and are limited in duration and resources needed. While most of these fires are in the smaller aspect, the risk for large fires within a commercial structure is present every day. Many of the commercial structures within Franklin County have experienced some type of small fire but they have been contained, but still could lead to a large catastrophic fire.

4.3.24.3 Past Occurrence

Franklin County experiences a number of urban fires, most of which are small and affect a limited number of structures at a single event. Franklin County has little to no history of explosion events over the last 10 years. A detail analysis of the Franklin County CAD System was performed to collect data on urban fires in Franklin County. **Table 4.3.24.3.1** shows all the responses to commercial/business/industry fires in Franklin County from 2013 through 2022. This does include agricultural building fires as this is a leading industry in the county.

Municipality	Business/ Industry Fires	Silo Fires	Barn Fires	Totals
Antrim Township	19	6	21	**46**
Chambersburg Borough	40	1	0	**41**
Fannett Township	1	3	9	**13**
Greencastle Borough	7	1	0	**8**
Greene Township	35	4	9	**48**
Guilford Township	18	6	17	**41**
Hamilton Township	7	2	10	**19**
Letterkenny Township	4	4	0	**8**
Lurgan Township	4	0	1	**5**
Mercersburg Borough	2	0	0	**2**
Metal Township	0	3	3	**6**
Mont Alto Borough	1	0	0	**1**
Montgomery Township	6	5	10	**21**
Orrstown Borough	0	0	0	**0**
Peters Township	4	4	14	**22**
Quincy Township	2	4	6	**12**
Shippensburg Borough	2	0	0	**2**
Southampton Township	10	3	4	**17**
St Thomas Township	4	4	15	**23**
Warren Township	0	0	0	**0**
Washington Township	11	2	4	**17**
Waynesboro Borough	11	0	0	**11**
Totals	**188**	**52**	**123**	**363**

Table 4.3.24.3.1: Commercial Fire Responses (2013-2022)

Table 4.3.24.3.2 shows the residential fire response in the county from January 2013 through Dec 2022.

Municipality	Chimney Fires	House Fires	Mobile Home Fires	Garge Fires	Appliance Fires	Multi-Dwelling Fires	Totals
Antrim Township	22	70	4	7	11	1	**115**
Chambersburg Borough	15	152	0	3	58	20	**248**
Fannett Township	4	17	3	3	1	0	**28**
Greencastle Borough	2	15	2	0	7	0	**26**
Greene Township	27	78	9	9	16	2	**141**
Guilford Township	27	79	0	8	12	3	**129**
Hamilton Township	11	46	7	2	7	2	**75**
Letterkenny Township	11	17	3	3	0	0	**34**
Lurgan Township	7	18	0	2	0	0	**27**
Mercersburg Borough	6	10	0	1	7	0	**24**
Metal Township	11	8	1	2	0	0	**22**
Mont Alto Borough	2	13	0	2	2	0	**19**
Montgomery Township	5	32	0	2	2	0	**41**
Orrstown Borough	3	1	0	0	0	0	**4**
Peters Township	6	19	1	9	5	2	**42**
Quincy Township	11	35	3	3	5	0	**57**
Shippensburg Borough	3	10	1	4	2	0	**20**
Southampton Township	8	34	5	4	6	1	**58**
St Thomas Township	10	24	8	6	5	0	**53**
Warren Township	1	1	0	1	0	0	**3**
Washington Township	25	93	8	7	5	10	**148**
Waynesboro Borough	9	95	1	2	27	12	**146**
Totals	**226**	**867**	**56**	**80**	**178**	**53**	**1,460**

Table 4.3.24.3.2: Residential Fire Responses (2013-2022)

There were several different types of fire responses captured in our CAD analysis that either applied to both residential and commercial responses, or were a false positive for actual fire response. These incidents are captured in **Table 4.3.24.3.3** below.

Municipality	Automatic Fire Alarms	Arson	Electrical Fires	Rekindle Fires	Smoke Inside	Totals
Antrim Township	624	6	6	0	7	**643**
Chambersburg Borough	2,687	5	19	0	32	**2,743**
Fannett Township	38	0	3	0	1	**42**
Greencastle Borough	269	1	1	0	3	**274**
Greene Township	1,300	0	12	1	10	**1,323**
Guilford Township	665	0	17	0	0	**682**
Hamilton Township	182	0	5	0	1	**188**
Letterkenny Township	117	0	3	0	2	**122**
Lurgan Township	18	0	0	0	1	**19**
Mercersburg Borough	455	1	1	0	0	**457**
Metal Township	53	0	2	0	2	**57**
Mont Alto Borough	31	0	2	0	0	**33**
Montgomery Township	206	0	2	0	0	**208**
Orrstown Borough	1	0	0	0	0	**1**
Peters Township	104	0	4	0	0	**108**
Quincy Township	418	0	8	0	0	**426**
Shippensburg Borough	95	0	2	0	2	**99**
Southampton Township	177	0	8	0	7	**192**
St Thomas Township	101	0	6	0	0	**107**
Warren Township	4	0	1	0	0	**5**
Washington Township	613	3	19	0	18	**653**
Waynesboro Borough	608	6	15	0	14	**643**
Totals	**8,766**	**22**	**136**	**1**	**100**	**9,025**

Table 4.3.24.3.3: Miscellaneous Fire Response Activity (2013-2022)

As one can see from the data above, Franklin County has over 3 times as many residential fire responses as we do commercial responses. It was not possible to collect the damages to life or property due to these fires. However, as indicated in **Section 4.3.24.3.2** above, the cost associated with residential fires is far smaller than that of commercial fires, but loss of life tends to be greater.

4.3.24.4 Future Occurrence

The future occurrence of urban fire and explosion events can be considered ***possible*** as defined by the Risk Factor Methodology probability criteria (**Section 4.4**). Residential fires are more common within Franklin County but industrial fires have a potentially higher risk because of the possibility of there being flammable chemicals and greater fuel sources which make industrial fires to be the greater risk due to those factors.

4.3.24.5 Vulnerability Assessment

Figure 4.3.24.5.1 below lists the vulnerability self-assessments of each of the Franklin County municipalities for the Urban Fire and Explosion hazard. One can see that only 4 of 22 municipalities rated this threat as either a Major or Moderate event. This is a Minor threat for Franklin County ranked number 23 overall, but will still garner some attention during the Mitigation Strategy in **Section 6.**

Urban Fire and Explosion Hazard Threat Risk Assessment											Risk Factor Scale: Catastrophic 3.0 - 4.0; Major 2.5 - 2.9; Moderate 2.0 - 2.4; Minor 1.5 - 1.9; Insignificant 1.0 - 1.4		
Municipality	Probability (1-4)	Wt	Impact (1-4)	Wt	Spatial (1-4)	Wt	Warning Time (1-4)	Wt	Duration (1-4)	Wt	Risk Factor (RF)	% of County Population	Contribution to County RF
Antrim Township	2	30%	2	30%	3	20%	4	10%	1	10%	**2.3**	10.12%	0.23276
Chambersburg Borough	2	30%	3	30%	3	20%	4	10%	1	10%	**2.6**	14.05%	0.3653
Fannett Township	1	30%	1	30%	1	20%	1	10%	1	10%	**1.0**	1.59%	0.0159
Greencastle Borough	2	30%	3	30%	2	20%	4	10%	1	10%	**2.4**	2.73%	0.06552
Greene Township	2	30%	1	30%	1	20%	4	10%	1	10%	**1.6**	11.82%	0.18912
Guilford Township	1	30%	2	30%	1	20%	4	10%	1	10%	**1.6**	9.38%	0.15008
Hamilton Township	1	30%	1	30%	1	20%	4	10%	1	10%	**1.3**	7.29%	0.09477
Letterkenny Township	1	30%	1	30%	1	20%	4	10%	1	10%	**1.3**	1.58%	0.02054
Lurgan Township	1	30%	1	30%	1	20%	2	10%	1	10%	**1.1**	1.42%	0.01562
Mercersburg Borough	1	30%	1	30%	1	20%	4	10%	1	10%	**1.3**	0.97%	0.01261
Metal Township	1	30%	1	30%	1	20%	1	10%	1	10%	**1.0**	1.13%	0.0113
Mont Alto Borough	1	30%	1	30%	1	20%	1	10%	1	10%	**1.0**	1.01%	0.0101
Montgomery Township	1	30%	2	30%	2	20%	4	10%	1	10%	**1.8**	3.68%	0.06624
Orrstown Borough	1	30%	1	30%	1	20%	1	10%	1	10%	**1.0**	0.14%	0.0014
Peters Township	2	30%	1	30%	1	20%	4	10%	1	10%	**1.6**	2.86%	0.04576
Quincy Township	2	30%	2	30%	1	20%	3	10%	1	10%	**1.8**	3.41%	0.06138
Shippensburg Borough	4	30%	2	30%	1	20%	4	10%	1	10%	**2.5**	0.75%	0.01875
Southampton Township	1	30%	1	30%	1	20%	4	10%	1	10%	**1.3**	5.49%	0.07137
St Thomas Township	1	30%	1	30%	1	20%	4	10%	1	10%	**1.3**	3.79%	0.04927
Warren Township	1	30%	1	30%	1	20%	1	10%	1	10%	**1.0**	0.21%	0.0021
Washington Township	1	30%	1	30%	1	20%	4	10%	1	10%	**1.3**	9.55%	0.12415
Waynesboro Borough	2	30%	1	30%	2	20%	4	10%	1	10%	**1.8**	7.02%	0.12636
Municipal Weighted Average Risk Factor (RF)													**1.750**

Figure 4.3.24.5.1: Municipal Urban Fire and Explosion Threat Vulnerability Self-Assessment

The areas within Franklin County that should be considered more vulnerable to urban fires and explosions are the areas where large buildings are located or the development is close. Franklin County has two more densely populated municipalities with populations over 5,000. They are the Borough of Chambersburg at 21,903 (rated as a Major event) and the Borough of Waynesboro at 10,951 (rated as a Minor event) per the 2020 US Census.

As of December 31, 2006, all communities in Pennsylvania are required to comply with the Uniform Construction Codes. This includes requirements to comply with both the International Fire Code and the International Wildland Urban Interface Code. The adoption and enforcement of these codes will hopefully decrease the overall vulnerability of structures in Franklin County. However, these regulations will only affect new construction, as well as additions and renovations to existing structures. Older buildings that do not meet the criteria established in these modern fire codes will continue to remain vulnerable to urban fire and explosion events.

To give a better perspective on this issue, we looked at the 2016-2020 American Community Survey 5-yr estimate numbers to determine the age of the houses in the county and some predictions on future construction. However, since the Census does not break up the ages of the houses on the 2006 date of the adoption of the Uniform Construction Code, we had to make the age cut-line at the year 2000. What this means to our analysis is that the true percentage of houses built after the Uniform Construction Code was adopted is significantly smaller than our assessed number. Even so, you can see that the percentage of houses built after the year 2000 in the county is only 19.1% (see **Table 4.3.24.5.1** below). That means at least 80.9% of the homes in the county were built using the older construction codes. Again, because we used 2000 instead of 2006, this number of older homes is most certainly larger, but one can see the order of magnitude problem we have in the county as a result of older construction.

Municipality	Percent of Houses built in Time Period							Estimated number of houses	Percent of houses built after 2000	Estimated number of houses built after 2000	Percent of houses built after 2000, in the county
	2020 or later	2010-2019	2000-2009	1980-1999	1960-1979	1940-1959	1939 or earlier				
Antrim Township	0.0%	5.4%	15.7%	24.1%	29.9%	10.0%	14.9%	6187	21.1%	1308	2.0%
Chambersburg Borough	0.0%	4.1%	10.7%	15.4%	19.7%	24.8%	25.3%	10186	14.8%	1508	2.3%
Fannett Township	0.0%	2.5%	6.4%	24.1%	33.8%	11.4%	21.8%	1059	8.9%	94	0.1%
Greencastle Borough	0.0%	1.0%	15.7%	19.2%	22.2%	20.3%	21.7%	1756	16.9%	293	0.4%
Greene Township	0.0%	8.9%	19.1%	31.4%	21.3%	11.6%	7.7%	8003	28.0%	2243	3.4%
Guilford Township	0.1%	2.9%	18.3%	28.5%	34.2%	9.5%	6.5%	6596	21.3%	1406	10.0%
Hamilton Township	1.3%	5.6%	22.3%	30.4%	3.6%	11.9%	4.1%	4304	29.1%	1254	1.9%
Letterkenny Township	0.0%	7.4%	7.4%	32.9%	23.2%	5.1%	24.1%	922	14.8%	136	0.2%
Lurgan Township	0.0%	6.1%	9.2%	23.7%	29.0%	16.0%	16.0%	758	15.3%	116	0.2%
Mercersburg Borough	0.0%	0.0%	7.5%	12.6%	14.6%	15.7%	49.5%	808	7.5%	61	0.1%
Metal Township	0.2%	1.8%	7.0%	24.9%	28.6%	16.4%	21.1%	873	9.0%	79	0.1%
Mont Alto Borough	0.0%	2.0%	15.5%	19.8%	25.7%	22.6%	14.3%	645	17.5%	113	0.2%
Montgomery Township	0.0%	3.8%	19.9%	23.4%	23.5%	10.1%	19.4%	2206	19.4%	427	0.6%
Orrstown Borough	0.0%	0.6%	0.6%	5.0%	2.5%	37.7%	53.5%	159	1.3%	2	0.0%
Peters Township	0.0%	3.6%	3.3%	36.7%	25.4%	18.7%	12.3%	1855	6.9%	229	0.3%
Quincy Township	0.0%	4.1%	8.5%	18.1%	31.5%	21.6%	16.2%	1957	16.2%	317	0.5%
Shippensburg Borough	0.0%	0.0%	8.7%	23.0%	19.3%	43.3%	5.7%	688	5.7%	39	0.1%
Southampton Township	0.0%	2.3%	20.7%	33.2%	26.9%	8.8%	8.1%	3391	8.1%	273	0.4%
St Thomas Township	0.0%	5.6%	11.2%	17.2%	35.9%	12.0%	18.2%	2186	18.2%	398	0.6%
Warren Township	0.0%	3.4%	12.1%	30.5%	22.4%	9.2%	22.4%	174	22.4%	39	0.1%
Washington Township	0.2%	5.7%	23.6%	29.2%	16.2%	15.9%	9.1%	6581	9.1%	599	0.9%
Waynesboro Borough	0.0%	2.7%	6.3%	18.9%	17.8%	18.6%	35.7%	4828	35.7%	1723	2.6%
County Totals								**66122**		**12657**	**19.1%**

Table 4.3.2.5.1: Estimated Age of Houses in Franklin County (2016-2020)[161]

[161] US Census Bureau, American Community Survey 5-Year Estimates, 2016-2020

4.3.24.6 Community Lifeline Integration

Potential impacts to the Community Lifelines for an Urban Fire and Explosion are shown below. There is potential for significant impacts to two lifelines (Safety & Security and Communications) and possible impacts for the five remaining lifelines.

4.3.25 Utility Interruption

Utilities as defined in this Hazard Mitigation Plan refer to power, water, sewer, communications, and gas services. These services are essential to the normal operations of the people of Franklin County as well as the economy that supports them.

Interruptions to these services can be caused by many factors, including weather events, geological events, construction accidents, vehicle accidents, and intentional man-made destruction. Utilities that employ above-ground wiring (power and communications) are especially vulnerable to the effects of other hazards such as high wind, heavy snow, ice, rain, and vehicular accidents. These events can be small in nature and very hard to track. However, they can be quite large and impact entire regions of the state and/or country.

4.3.25.1 Location and Extent

Utility interruptions in electric, water, communications, sewer, and gas services are common in Franklin County. However, a majority of our interruptions are electric related. Most of the power and communications interruptions are caused by third party vehicular accidents and affect a small number of the population for a short amount of time. Water, sewer, and gas interruptions frequently occur in the county but are localized and usually due to human error as well.

Weather, such as severe thunderstorms, wind storms, and winter storms, increase the chance of a regional power or communications disruption. These types of events also require more resources and manpower during the response and recovery stages. These larger events are rare in the county, but have occurred here in the past.

4.3.25.2 Range of Magnitude

Most severe utility interruptions and power failures are regional events. A loss of utilities can have numerous impacts including, but not limited to, food spoilage, loss of water supply

(damaged pipeline/pump failure), loss of heating or air conditioning, basement flooding, lack of indoor lighting, and lack of telephone and internet services. These issues range from a minor nuisance to a full hazard event, but the degree of damage or harm depends on the population affected and the severity/duration of the outage

At a minimum, utility interruptions can cause short term disruption in the normal operations of business, government, and private citizen functioning and activities like traffic signals, elevators, and retail sales. The impacts of a utility outage can be compounded by coinciding with other hazard events, such as a severe winter storm. In these cases, high risk populations are in peril as they rely on these utilities to maintain safe temperatures in their homes and businesses.

4.3.25.3 Past Occurrence

Information on past events of this nature had to be extracted from the Franklin County 911 Dispatch Center's CAD system. Individual searches on keywords and/or responding units had to be performed against the entire data set of all 911 incidents. A CAD system upgrade was completed in November of 2020 and, as a result, two separate datasets for utility incidents will be shown – one covering the period from January 2013-November 2020 and the most recent data from November 2020-December 2022. Incidents were categorized differently between the two systems, so the results were separated out based on the new categories.

Table 4.3.25.3.1 shows the number of utility incidents received by the Franklin County 911 Operations Center from January 2013-November 2020.

Municipality	Wires/Poles	Inside Investigation	Totals
Antrim Township	78	20	98
Chambersburg Borough	82	142	224
Fannett Township	12	4	16
Greencastle Borough	24	8	32
Greene Township	99	75	174
Guilford Township	81	37	118
Hamilton Township	42	20	62
Letterkenny Township	28	16	44
Lurgan Township	14	0	14
Mercersburg Borough	21	10	31
Metal Township	26	0	26
Mont Alto Borough	3	5	8
Montgomery Township	43	11	54
Orrstown Borough	0	1	1
Peters Township	33	11	44
Quincy Township	43	10	53
Shippensburg Borough	7	13	20
Southampton Township	21	23	44
St Thomas Township	46	6	52
Warren Township	8	2	10
Washington Township	101	45	146
Waynesboro Borough	71	71	142
Totals	**883**	**530**	**1413**

Table 4.3.25.3.1: Reported Utility Incidents (2013-2020)[162]

[162] Franklin County CAD System, 2013-2020

Table 4.3.25.3.2 below captures the utility outages from Nov 2020 through Dec 2022.

Municipality	Wires/ Poles	Utility Emergency	Inside Gas Odor	Outside Gas Odor	Totals
Antrim Township	40	11	11	0	**22**
Chambersburg Borough	38	24	43	0	**67**
Fannett Township	12	4	2	1	**7**
Greencastle Borough	2	16	7	1	**24**
Greene Township	61	36	9	0	**45**
Guilford Township	41	21	0	1	**22**
Hamilton Township	23	8	0	0	**8**
Letterkenny Township	6	2	4	2	**8**
Lurgan Township	14	7	0	0	**7**
Mercersburg Borough	13	4	0	0	**4**
Metal Township	10	1	0	0	**1**
Mont Alto Borough	2	2	0	0	**2**
Montgomery Township	22	17	0	0	**17**
Orrstown Borough	0	0	0	0	**0**
Peters Township	23	6	0	0	**6**
Quincy Township	31	8	0	0	**8**
Shippensburg Borough	3	0	1	0	**1**
Southampton Township	16	6	4	6	**16**
St Thomas Township	19	5	0	0	**5**
Warren Township	4	3	0	0	**3**
Washington Township	81	43	6	0	**49**
Waynesboro Borough	67	45	24	0	**69**
Totals	**528**	**269**	**111**	**11**	**391**

Table 4.3.25.3.2: Reported Utility Incidents (2020-2022)[163]

Water and sewage service outages can also affect local municipalities as well. This data is included in Table 4.3.22.3.2 under the "Utility Emergency" column. Historically, it was found that 3 municipalities (Antrim Township, Chambersburg Borough, and Washington Township) account for more than half of all water and sewage outages in the county. These municipalities account for over 32% of the total population of the county, which can account for this higher percentage, but it may also indicate aging infrastructure systems that could be a target for mitigation. Some mitigation efforts have already been implemented since then, but continued monitoring of those systems as well as others that are facing increased population pressure should also be considered for mitigation.

4.3.25.4 Future Occurrence

Utility interruptions are difficult to predict. Franklin County expects several utility interruptions each year, but they are generally minor in nature and have a short duration. Long-term utility

[163] Franklin County CAD System, 2020-2022

disruptions are more likely to occur during severe weather events, but provisions are in place with local municipalities and the American Red Cross to open heating/cooling centers for these longer duration events to protect the at-risk populations. Considering the historical information and outlook for recurrence, it is assessed that the probability of a Utility Interruption happening again in Franklin County is ***highly likely*** as defined by the Risk Factor Methodology Probability criteria (**Section 4.4**).

4.3.25.5 Vulnerability Assessment

Utility interruptions most severely affect individuals with access and functional needs (e.g., children, the elderly, and individuals with special medical needs). Special medical equipment will not function without power. Likewise, a loss of air conditioning during periods of extreme heat or the loss of heat during extreme cold can be especially detrimental to those with medical needs, children, and the elderly. Additionally, a lack of clean, potable water has health implications for all people, and a lack of water supply may also impact the sewer system and the availability of sewer service.

All critical facilities are vulnerable to utility interruptions, especially the loss of power. Therefore, all critical facilities, houses, population, and infrastructure as outlined in **Tables 2.4.3 and 2.4.5, Section 2** are vulnerable. The establishment of reliable backup power at these facilities is extremely important to continue to provide for the health, safety, and well-being of population and economy of Franklin County.

Figure 4.3.25.5.1 below lists the vulnerability self-assessments of each of the Franklin County municipalities for the Utility Interruption hazard. One can see that 9 of 22 municipalities rated this threat as either a Catastrophic or Major event. Furthermore, 7 of the remaining 13 municipalities have it ranked as a Moderate threat. This is a Moderate threat for Franklin County ranked number 3 overall and will garner significant attention during the Mitigation Strategy in **Section 6.**

Utility Interruption Hazard Threat Risk Assessment													
											Risk Factor Scale		
											Catastrophic		3.0 - 4.0
											Major		2.5 - 2.9
											Moderate		2.0 - 2.4
											Minor		1.5 - 1.9
											Insignificant		1.0 - 1.4
Municipality	Probability (1-4)	Wt	Impact (1-4)	Wt	Spatial (1-4)	Wt	Warning Time (1-4)	Wt	Duration (1-4)	Wt	Risk Factor (RF)	% of County Population	Contribution to County RF
Antrim Township	3	30%	1	30%	4	20%	4	10%	2	10%	2.6	10.12%	0.26312
Chambersburg Borough	3	30%	3	30%	3	20%	3	10%	2	10%	2.9	14.05%	0.40745
Fannett Township	2	30%	1	30%	2	20%	4	10%	2	10%	1.9	1.59%	0.03021
Greencastle Borough	2	30%	2	30%	3	20%	3	10%	2	10%	2.3	2.73%	0.06279
Greene Township	4	30%	1	30%	3	20%	4	10%	2	10%	2.7	11.82%	0.31914
Guilford Township	3	30%	2	30%	3	20%	4	10%	2	10%	2.7	9.38%	0.25326
Hamilton Township	2	30%	1	30%	3	20%	4	10%	2	10%	2.1	7.29%	0.15309
Letterkenny Township	3	30%	1	30%	3	20%	4	10%	2	10%	2.4	1.58%	0.03792
Lurgan Township	1	30%	1	30%	1	20%	2	10%	2	10%	1.2	1.42%	0.01704
Mercersburg Borough	2	30%	1	30%	4	20%	4	10%	2	10%	2.3	0.97%	0.02231
Metal Township	2	30%	3	30%	1	20%	4	10%	2	10%	2.3	1.13%	0.02599
Mont Alto Borough	3	30%	1	30%	4	20%	4	10%	2	10%	2.6	1.01%	0.02626
Montgomery Township	4	30%	2	30%	4	20%	4	10%	2	10%	3.2	3.68%	0.11776
Orrstown Borough	3	30%	1	30%	3	20%	1	10%	2	10%	2.1	0.14%	0.00294
Peters Township	2	30%	1	30%	1	20%	4	10%	2	10%	1.7	2.86%	0.04862
Quincy Township	2	30%	1	30%	2	20%	3	10%	2	10%	1.8	3.41%	0.06138
Shippensburg Borough	2	30%	1	30%	3	20%	4	10%	2	10%	2.1	0.75%	0.01575
Southampton Township	1	30%	1	30%	1	20%	4	10%	2	10%	1.4	5.49%	0.07686
St Thomas Township	4	30%	2	30%	3	20%	3	10%	2	10%	2.9	3.79%	0.10991
Warren Township	4	30%	2	30%	3	20%	4	10%	2	10%	3.0	0.21%	0.0063
Washington Township	2	30%	2	30%	1	20%	2	10%	2	10%	1.8	9.55%	0.1719
Waynesboro Borough	4	30%	1	30%	3	20%	4	10%	2	10%	2.7	7.02%	0.18954
Municipal Weighted Average Risk Factor (RF)													2.420

Figure 4.3.25.5.1: Municipal Utility Interruption Threat Vulnerability Self-Assessment

No data regarding economic impacts from utility interruptions in Franklin County is available. However, utility interruptions can cause economic impacts stemming from lost income, spoiled food and other goods, costs to the owners/operators of the utility facilities, and costs to government and community service groups.

In Franklin County the risk factor for Utility Interruptions future occurrence is major. These minor interruptions are generally short lived and are more frequent. However, if the outage lasts for an extended period of time, medical facilities and nursing homes become extremely vulnerable.

4.3.25.6 Community Lifeline Integration

Potential impacts to the Community Lifelines for a Utility Interruption are shown below. There is potential for significant impacts to two lifelines (Safety & Security and Communications) and possible impacts for the five remaining lifelines.

4.3.26 Wildfire

A wildfire is an uncontrolled fire in an area of combustible vegetation that occurs in the countryside or rural area.

4.3.26.1 Location and Extent

Franklin County experiences a number of fires every year, most of which are small and affect one or more residential structures. However, a significant portion of county land consists of forests or farms, which are more prone to wildfires.

Wildfires occur throughout wooded and open vegetation areas of Pennsylvania. They can occur any time of the year, but mostly occur during long, dry hot spells. Any small fire, if not quickly detected and suppressed, can get out of control. Wildfires can be started by human negligence, lightning strikes, and rare instances of spontaneous combustion.

Data collected from DCNR (see **Appendix I**) shows that for Pennsylvania, the greatest potential for wildfires is in the Spring months of March, April and May, and, to a lesser extent, the Autumn months of October and November. In the Spring, bare trees allow sunlight to reach the forest floor, drying fallen leaves and other ground debris. In the Fall, dried leaves are also fuel for fires.

A review of the Wildfire data in the county's CAD system shows that this pattern is somewhat different for Franklin County. We see a leveling out of the occurrence per month and a distinct rise in the Summer months (see **Figure 4.3.26.1.2** below).

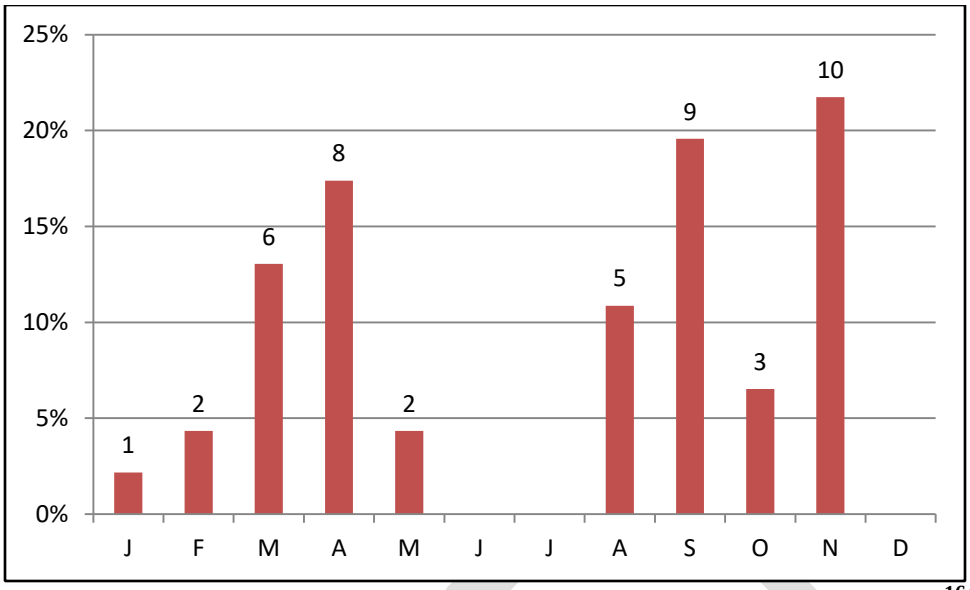


Figure 4.3.26.1.2: Percentage of Franklin County Wildfires per Month (2013-2022)[164]

The differences could simply be the amount of data used in our local analysis. Our set covered roughly 10 years of data versus the 75 years of the PA data set. However, it does indicate that a local trend could be developing in our county over the past 10 years, possibly due to local drought conditions (see **Section 4.3.5**).

4.3.26.2 Range of Magnitude

As stated above, wildfires can occur at any time of the year, but mostly occur during long, dry, hot spells. Any small fire in a wooded area, if not quickly detected and suppressed, can get out of control. Most wildfires are caused by human carelessness, negligence, and ignorance. However, some are precipitated by lightning strikes and in rare instances, spontaneous combustion.

Wildfires in the Commonwealth of Pennsylvania can occur in fields, grass, and brush as well as in the forest itself. In Franklin County, much of the western and southeast portions of the County consist of forested areas (See **Figure 2.4.1, Section 2**). Under dry conditions or droughts, wildfires have the potential to burn forests as well as croplands. Ninety-eight (98) percent of wildfires in Pennsylvania are caused by people, often by debris burns. Several fires have started in a private backyard and traveled through dead grasses and weeds into bordering woodlands.

An uncontrolled fire (wildfire) is one of the most destructive fires caused by nature or man. It kills people, livestock, and wildlife. It destroys property, valuable timber, forage, and inestimable scenic and recreational value.

[164] Franklin County CAD System, 2013-2022

Vegetation loss is often an environmental concern with wildfires, but it typically is not a serious impact since natural re-growth occurs with time. The most significant environmental impact is the potential for severe erosion, silting of stream beds and reservoirs, and flooding due to ground-cover loss following a fire event.

4.3.26.3 Past Occurrence

An analysis of our CAD system was done to extract all instances of Brush and Mountain Fires in the county over the past ten years. **Table 4.3.26.3.1** illustrates the findings of this analysis.

Municipality	Brush Fires	Mountain Fires	Totals
Antrim Township	165	0	165
Chambersburg Borough	127	0	127
Fannett Township	46	0	46
Greencastle Borough	9	0	9
Greene Township*	122	4	126
Guilford Township*	153	9	162
Hamilton Township	82	0	82
Letterkenny Township	39	4	43
Lurgan Township	40	3	43
Mercersburg Borough	16	0	16
Metal Township	43	1	44
Mont Alto Borough	2	0	2
Montgomery Township	81	1	82
Orrstown Borough	1	0	1
Peters Township	57	3	60
Quincy Township*	90	10	100
Shippensburg Borough	5	0	5
Southampton Township*	68	3	71
St Thomas Township	93	1	94
Warren Township	13	1	14
Washington Township*	133	1	134
Waynesboro Borough	39	0	39
Totals	**1424**	**41**	**1465**
* Municipalities that make up part of the Michaux State Forest; 593/1465 = 40% of the wildfires in the county.			

Table 4.3.26.3.1: Wildfire Events in Franklin County (2013-2022)[165, 166]

[165] Franklin County CAD System, 2013-2022

[166] PA DCNR, Forestry Bureau

A major concern with respect to wildfires is the Michaux State Forest, located in Franklin, Cumberland, and Adams Counties. The Michaux State Forest totals more than 85,000 acres and is utilized for not only recreational purposes, but also wood products and timber resources. Numerous local communities in the 3-county area also depend on the forest for its pure water supplies. Therefore, fires within the forest can have severe impacts on the well-being of residents and the local economy.

According to the DCNR, Forestry Bureau, there have been a total of 69.41 acres burned as a result of wildfires in Franklin County between 2013 and 2022. These forest fires are the result of numerous causes, including campfires, debris, lightning, and smoking. **Table 4.3.26.3.2** below lists the wildfire occurrences in Franklin County since 2013. **Figure 4.3.26.3.1** plots these fires on the map to show the areas impacted by these wildfires.

Date	Municipality	Wildfire Name	Cause	Acres Impacted
11/17/2020	Quincy Township	Mentzer	Debris Burning	0.70
9/26/2020	Guilford Township	Blue Bank	Camp Fire	0.10
9/23/2020	Quincy Township	Wirt 5	Incendiary	0.10
9/9/2020	Quincy Township	Wirt 4	Incendiary	0.10
8/26/2020	Quincy Township	Wirt 3	Incendiary	0.10
8/26/2020	Quincy Township	Wirt 2	Incendiary	0.10
8/26/2020	Quincy Township	Wirt 1	Incendiary	0.10
4/6/2020	Washington Township	Club	Debris Burning	0.40
3/16/2020	Quincy Township	Vista	Incendiary	0.10
11/28/2019	Peters Township	Charlestown Road	Power Line	1.00
5/25/2018	Peters Township	Mountain Road Fire	Camp Fire	0.10
3/22/2018	Guilford Township	Penn National	Misc	0.10
3/11/2018	Montgomery Township	Fritz	Misc	0.40
5/14/2017	Guilford Township	Limestone	Camp Fire	0.10
2/18/2017	Quincy Township	Pulpit Rock	Camp Fire	7.00
2/17/2017	Peters Township	Hawbaker	Debris Burning	0.10
11/28/2016	Metal Township	Cowns Village	Misc	10.20
11/9/2016	Quincy Township	Snowy Mt	Incendiary	1.00
10/24/2016	Guilford Township	Brown Rocks	Incendiary	5.00
9/23/2016	Quincy Township	Moonshine	Camp Fire	0.10
4/15/2016	Peters Township	Route 16	Equipment Use	0.40
3/21/2016	Lurgan Township	Forge Hill	Power Line	8.00
3/3/2016	Lurgan Township	Roxbury Fire	Power Line	0.67
11/21/2015	Guilford Township	White Rocks	Camp Fire	0.10
11/13/2015	Montgomery Township	Africa Fire	Misc	0.40
9/28/2015	Greene Township	Rocky Mountain Fire	Camp Fire	0.10
9/26/2015	Letterkenny Township	Letterkenny Fire	Misc	19.70
9/23/2015	Antrim Township	Clayhill Road	Debris Burning	0.50
4/19/2015	Guilford Township	Smith Corl Ridge Rd Fire	Debris Burning	0.10
4/13/2015	Guilford Township	White Rock Rd	Incendiary	0.25
4/11/2015	Lurgan Township	Letterkenny Reservoir Fire	Misc	3.19
4/6/2015	Peters Township	Atherton Fire	Debris Burning	1.65
4/2/2015	Guilford Township	Corls Ridge Rd	Debris Burning	0.50
11/5/2014	Greene Township	Heisey Rd	Misc	0.25
11/2/2014	Greene Township	Mt Cydonia 2	Incendiary	0.10
11/1/2014	Greene Township	Mt Cydonia	Incendiary	0.10
10/26/2014	Peters Township	Bittinger	Misc	2.00
10/23/2014	Warren Township	Utermoehlen	Equipment Use	0.10
9/12/2014	Southampton Township	Stillhouse	Equipment Use	0.10
8/31/2014	Guilford Township	White Rocks 2	Camp Fire	1.70
8/27/2014	Guilford Township	White Rocks	Camp Fire	0.10
3/15/2014	Quincy Township	Monns Gap	Incendiary	1.00
11/14/2013	Greene Township	Ridge Road	Incendiary	0.10
9/10/2013	Quincy Township	WWII Reenactment	Equipment Use	0.10
4/7/2013	Quincy Township	Spruce Road	Debris Burning	0.50
1/19/2013	Southampton Township	Stillhouse Powerline	Misc	0.80
			Total Acres Impacted:	**69.41**

Table 4.3.26.3.2: Franklin County Wildfires with Causes List (2013-2022)[167]

[167] PA DCNR, Forestry Bureau

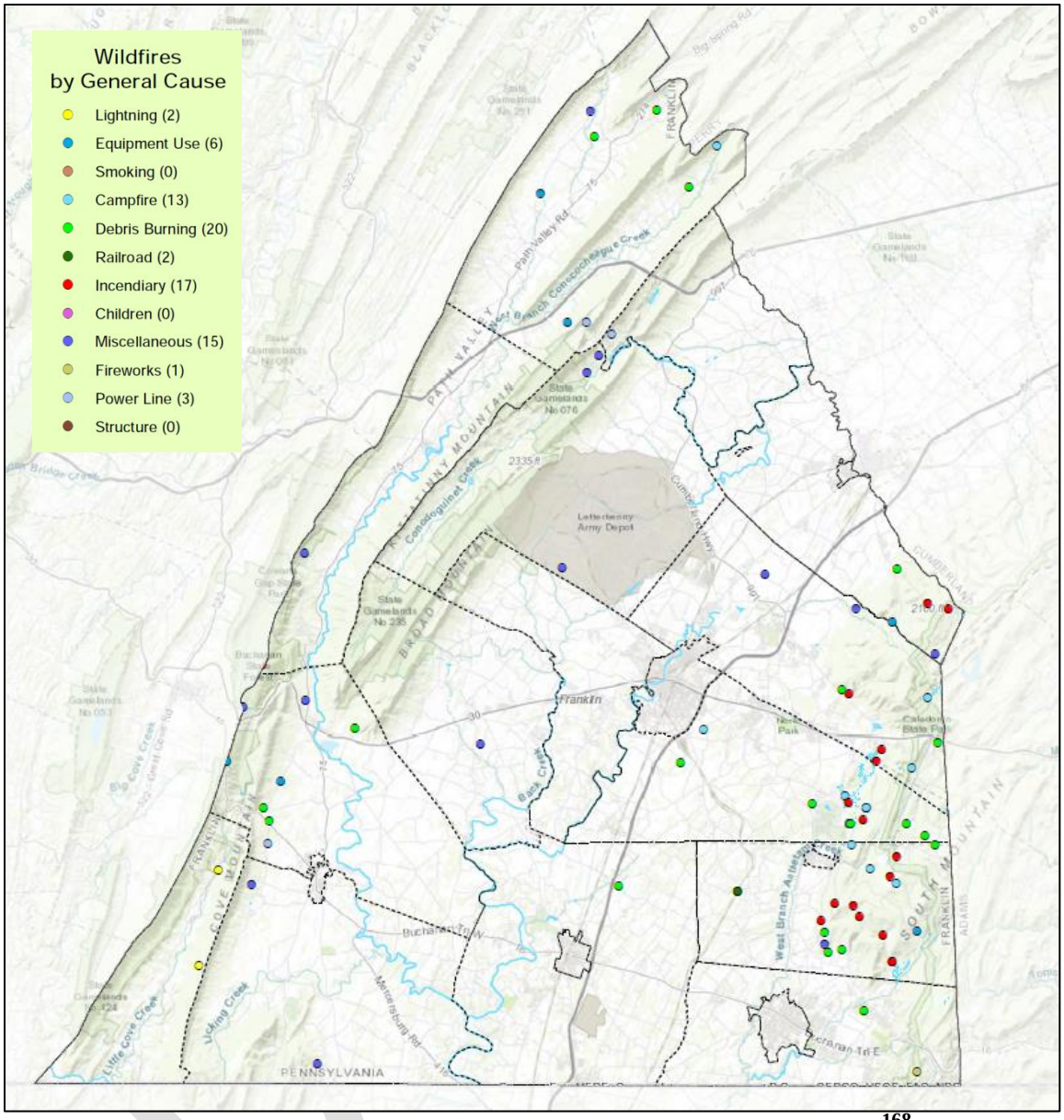


Figure 4.3.26.3.1: Franklin County Wildfires with Causes (2013-2022)[168]

4.3.26.4 Future Occurrence

At the national level, the FEMA National Risk Index Map calculates a community's relative risk for Wildfires using an equation that combines scores for Expected Annual Loss due to natural hazards, Social Vulnerability and Community Resilience. According to FEMA, Franklin County's Expected Annual Loss for Wildfires is classified as Very Low, the Social Vulnerability is Relatively Low and the Community Resilience is Relatively High, resulting in an overall Risk Index of Very Low as compared to other communities in the United States.

Unpredictable weather conditions like drought can increase the likelihood of fires burning out of

[168] PA DCNR, Forestry Bureau

control and becoming a wildfire. Any fire, without the quick response or attention of firefighters, forestry personnel, or visitors to the forest, has the potential to become a wildfire. The probability of future wildfires should be considered ***likely*** according to the Risk Factor Methodology (see **Section 4.4**). However, the likelihood of one of those fires attaining significant size and intensity is unpredictable and highly dependent on environmental conditions and firefighting response. Weather conditions, particularly drought events (see **Section 4.3.5** for the Drought hazard), increase the likelihood of wildfires occurring.

4.3.26.5 Vulnerability Assessment

Analyzing the Past Occurrence data and the causal factors of wildfires, it is apparent that Franklin County will continue to experience these events. However, there is no data to indicate any loss of life and little data to indicate that the events we have experienced have resulted in significant financial losses. Therefore, even though the likelihood of recurrence is moderate, the impact of these incidents has been low. It is still a viable threat to the county, and mitigation actions can be put in place to further reduce the occurrence rate and impact of these events. One action that we have added is to restart the Franklin County Firewise program and encourage municipal participation to raise awareness of the threat and implement preventive measures.

Figure 4.3.26.5.1 below lists the vulnerability self-assessments of each of the Franklin County municipalities for the Wildfire hazard. One can see that only 2 of 22 municipalities rated this threat as a Major event, and neither of those are the municipalities in the Michaux or Buchanan State Forest. Furthermore, only 3 of the remaining 20 municipalities have it ranked as a Moderate threat. This is considered a Minor threat for Franklin County, ranked number 25 overall. Mitigation Actions will be developed to counter this threat in the Mitigation Strategy in **Section 6.**

	Wildfire Hazard Threat Risk Assessment										Risk Factor Scale Catastrophic 3.0 - 4.0 Major 2.5 - 2.9 Moderate 2.0 - 2.4 Minor 1.5 - 1.9 Insignificant 1.0 - 1.4		
Municipality	Probability (1-4)	Wt	Impact (1-4)	Wt	Spatial (1-4)	Wt	Warning Time (1-4)	Wt	Duration (1-4)	Wt	Risk Factor (RF)	% of County Population	Contribution to County RF
Antrim Township	2	30%	2	30%	3	20%	4	10%	2	10%	**2.4**	10.12%	0.24288
Chambersburg Borough	1	30%	2	30%	2	20%	1	10%	2	10%	**1.6**	14.05%	0.2248
Fannett Township	3	30%	1	30%	3	20%	4	10%	2	10%	**2.4**	1.59%	0.03816
Greencastle Borough	1	30%	2	30%	1	20%	3	10%	2	10%	**1.6**	2.73%	0.04368
Greene Township	2	30%	1	30%	1	20%	4	10%	2	10%	**1.7**	11.82%	0.20094
Guilford Township	1	30%	1	30%	1	20%	4	10%	2	10%	**1.4**	9.38%	0.13132
Hamilton Township	2	30%	2	30%	2	20%	3	10%	2	10%	**2.1**	7.29%	0.15309
Letterkenny Township	1	30%	1	30%	2	20%	4	10%	2	10%	**1.6**	1.58%	0.02528
Lurgan Township	1	30%	1	30%	1	20%	2	10%	2	10%	**1.2**	1.42%	0.01704
Mercersburg Borough	1	30%	1	30%	1	20%	4	10%	2	10%	**1.4**	0.97%	0.01358
Metal Township	2	30%	1	30%	2	20%	4	10%	2	10%	**1.9**	1.13%	0.02147
Mont Alto Borough	1	30%	1	30%	1	20%	1	10%	2	10%	**1.1**	1.01%	0.01111
Montgomery Township	2	30%	2	30%	4	20%	4	10%	2	10%	**2.6**	3.68%	0.09568
Orrstown Borough	2	30%	1	30%	1	20%	1	10%	2	10%	**1.4**	0.14%	0.00196
Peters Township	1	30%	1	30%	1	20%	4	10%	2	10%	**1.4**	2.86%	0.04004
Quincy Township	2	30%	1	30%	1	20%	4	10%	2	10%	**1.7**	3.41%	0.05797
Shippensburg Borough	1	30%	1	30%	1	20%	4	10%	2	10%	**1.4**	0.75%	0.0105
Southampton Township	1	30%	1	30%	1	20%	3	10%	2	10%	**1.3**	5.49%	0.07137
St Thomas Township	2	30%	1	30%	1	20%	3	10%	2	10%	**1.6**	3.79%	0.06064
Warren Township	3	30%	2	30%	3	20%	4	10%	2	10%	**2.7**	0.21%	0.00567
Washington Township	1	30%	1	30%	1	20%	4	10%	2	10%	**1.4**	9.55%	0.1337
Waynesboro Borough	1	30%	1	30%	1	20%	4	10%	2	10%	**1.4**	7.02%	0.09828
Municipal Weighted Average Risk Factor (RF)													**1.699**

Figure 4.3.26.5.1: Municipal Wildfire Threat Vulnerability Self-Assessment

It is important to note that most wildfires in Pennsylvania are human-caused. As a result, the occurrence of future wildfire events will strongly depend on patterns of human activity. Events are more likely to occur in wildfire-prone areas experiencing new or additional development. Wildfires may also be more likely after Invasive Species (**Section 4.3.10**) infestations or Windstorm events (**Section 4.3.19**); these events would add additional potential fuel load to fire-prone locations.

4.3.26.6 Community Lifeline Integration

Potential impacts to the Community Lifelines for a Wildfire are shown below. There is potential for significant impacts to three lifelines (Safety & Security, Food/Water/Shelter, and Energy) and possible impacts for the four remaining lifelines.

4.3.27 Winter Storm

Winter storms consist of cold temperatures, heavy snow or ice and sometimes strong winds. They begin as low-pressure systems that move through Pennsylvania either following the jet stream or developing as extra-tropical cyclonic weather systems over the Atlantic Ocean called Nor'easters.

4.3.27.1 Location and Extent

Winter Storms can, and usually do, impact the entire county. Within Franklin County, there are variations in the average amount of snowfall that is received because of geography and elevation differences. The higher elevations receive on average 25-50 inches, whereas the lower elevations see between 10-25 inches, as shown in **Figure 4.3.27.1.1**[169]**.**

[169] NOAA/NWS

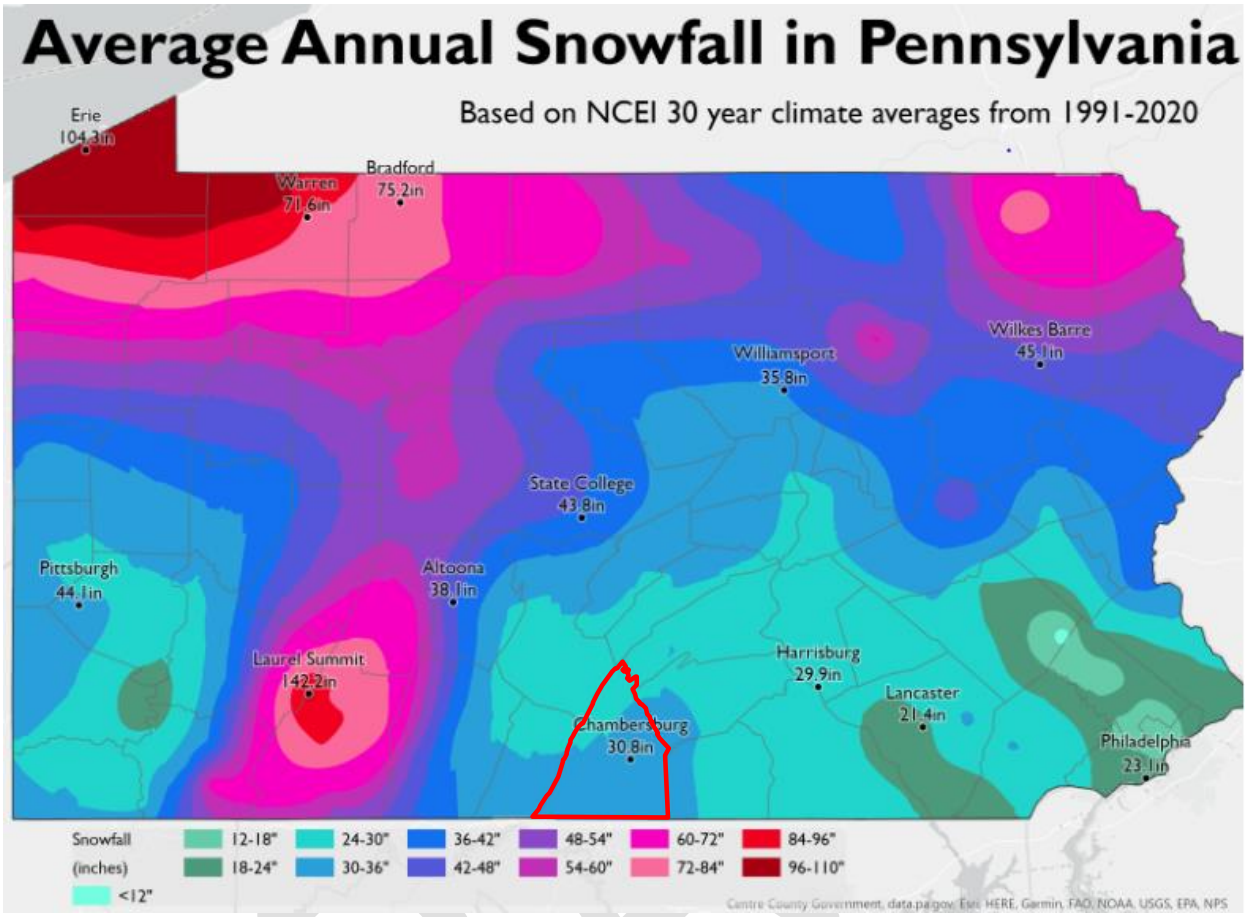


Figure4.3.27.1.1: Average Annual Snowfall for Franklin County PA (1991-2020)

4.3.27.2 Range of Magnitude

A winter storm can adversely affect roadways, utilities, business activities, and can cause hypothermia, frostbite, or loss of life. These storms may introduce heavy snow, ice, winter flooding, and extreme cold temperatures into the region[170]. This section will only discuss heavy snow and ice conditions. Extreme cold temperatures and winter flooding are covered in **Section 4.3.8** and **Section 4.3.9** respectively.

Heavy Snow: Heavy snow can immobilize a region and paralyze a community by closing major transportation arteries, thus stranding commuters, stopping the flow of supplies, and disrupting emergency and medical services. Accumulations of snow can cause roofs to collapse and knock down trees and power lines leading to humanitarian and medical crises during periods of reduced mobility. Rural homes and farms may be isolated for days and unprotected livestock may be lost. The cost of snow removal, repairing damages, and the loss of business can have severe economic impacts on our municipalities. The following are examples of snow conditions common in Franklin County[171]:

[170] NOAA/NES, 2008
[171] NOAA/NES, 2008

- **Blizzard** – Winds of 35 mph or more with snow and blowing snow reducing visibility to less than ¼ mile for 3 hours or more.

- **Blowing Snow** – Wind-driven snow that reduces visibility. Blowing snow may be falling snow and/or snow on the ground picked up by the wind.

- **Snow Squalls**- Brief, intense snow showers accompanied by strong, gusty winds. Accumulation may be significant.

- **Snow Showers** – Snow falling at varying intensities for brief periods of time. Some accumulation is possible.

- **Snow Flurries** – Light snow falling for short durations with little or no accumulation.

Ice: Heavy accumulations of ice can bring down trees and topple utility poles and communications towers. Ice can disrupt communications and power for days while utility companies repair extensive damage. Even small accumulations of ice can be extremely dangerous to motorists and pedestrians. Bridges and overpasses are particularly dangerous because they freeze before other surfaces. The following are ice conditions that impact Franklin County:

- **Freezing Rain** - Frozen precipitation that melts upon encountering warmer air only to refreeze on cold surfaces upon reaching the ground as a sheet of ice.

- **Sleet** – Frozen precipitation that melts upon encountering warmer air but refreezes prior to hitting the ground.

4.3.27.3 Past Occurrence

Franklin County and the Commonwealth of Pennsylvania have a long history of severe winter weather. Franklin County has experienced the following types of severe winter weather events (See **Table 4.3.27.3.1** below) since 1993, according to the National Centers for Environmental Information (NCEI)[172]:

Severe Winter weather Type	Occurrences
Blizzards/Heavy Snow	25
Ice Storm	6
Winter Storm	30
Totals	**61**

Table 4.3.27.3.1: Severe Winter Weather Events for Franklin County (1997-2022)

[172] NOAA/NCEI

From this data, one can see that Franklin County has experienced 61 winter storm events, since 1997. The NCEI data on past occurrence for winter storm events is the most comprehensive list of data available for the county. The county does not have or maintain data on damages caused by winter storms at the local level.

There have been a number of key past winter storm events for Franklin County. However, the most significant one was on January 22-24, 2016. The storm, named Winter Storm Jonas by The Weather Channel, dumped over 29 inches of snow in 48 hours in parts of Franklin County[173]. This resulted in 21 of 22 municipalities as well as the county enacting disaster declarations. Both state and federal partners declared disasters as well. As a result of this one winter storm, Franklin County and our municipalities filed for well over $900,000 in federal disaster relief funding to cover the manpower (overtime), equipment, and material costs required to return to normal operations.

Table 4.3.27.3.2 below specifically lists all of the Winter Weather Events as reported by NOAA from 2013-2022:

Date	Severe Weather Event	Location
3/12/2022	Winter Storm	Multiple Counties
1/6/2022	Winter Storm	Multiple Counties
2/1/2021	Winter Storm	Multiple Counties
1/31/2021	Winter Storm	Multiple Counties
12/16/2020	Winter Storm	Multiple Counties
3/3/2019	Winter Storm	Multiple Counties
2/20/2019	Winter Storm	Multiple Counties
2/11/2019	Winter Storm	Multiple Counties
11/15/2018	Winter Storm	Multiple Counties
3/20/2018	Winter Storm	Multiple Counties
2/7/2018	Winter Storm	Multiple Counties
3/13/2017	Winter Storm	Multiple Counties
2/15/2016	Winter Storm	Multiple Counties
1/22/2016	Winter Storm	Multiple Counties
11/25/2014	Heavy Snow	Multiple Counties
2/13/2014	Heavy Snow	Multiple Counties
2/4/2014	Winter Storm	Multiple Counties
2/3/2014	Heavy Snow	Adams, Bedford, Dauphin, Franklin, Fulton, Lancaster, Lebanon, Schuykill, Somerset & York
1/5/2014	Ice Storm	Adams & Franklin
12/14/2013	Winter Storm	Multiple Counties
3/6/2013	Heavy Snow	Fulton, Cambria, Somerset, Bedford, Adams, Franklin, Blair, and Huntingdon

Table 4.3.27.3.2: Winter Weather Events in Franklin County (2013-2022)[174]

[173] The Herald Mail, 2016

[174] NOAA/NCEI

4.3.27.4 Future Occurrence

At the national level, the FEMA National Risk Index Map calculates a community's relative risk for Winter Weather using an equation that combines scores for Expected Annual Loss due to natural hazards, Social Vulnerability and Community Resilience. According to FEMA, Franklin County's Expected Annual Loss for Winter Weather is classified as Relatively Moderate, the Social Vulnerability is Relatively Low and the Community Resilience is Relatively High, resulting in an overall Risk Index of Relatively Moderate as compared to other communities in the United States.

At the local level, winter storms are a regular annual occurrence in Franklin County and should be considered ***highly likely***, based on the Risk Factor criteria (See **Section 4.4**).

Table 4.3.27.4.1 below shows the snow and sleet totals per month from January 2018 through December 2022 for Franklin County PA[175]. There are 3 reporting locations in Franklin County; Chambersburg (USC00361354), Greencastle (US1PAFN0001) and South Mountain (USC00368308). From this table, one can see that the probability of snow/sleet related events is high, especially in December, January, February, and March. In these months, one can also see that the total accumulation varies widely, but the possibility of depths over 6 inches can be easily achieved. There is no reason to believe the winter weather trends shown in **Table 4.3.27.4.1** below will not continue.

[175] NOAA/NCEI, Global Summary for Months 2018 through 2022 for Franklin County PA

Snow/Sleet in Inches per Month since 2018																	
Month	2018			2019			2020			2021			2022			% Chance on average of Snow/Sleet in Month	Average Accumulation in inches if it does Snow/Sleet per month
	Chambersburg	Greencastle	South Mountain	Chambersburg	Greencastle	South Mountain	Chambersburg	Greencastle	South Mountain	Chambersburg	Greencastle	South Mountain	Chambersburg	Greencastle	South Mountain		
January	4.0	2.8	3.7		7.0	14.7	3.7		5.4	4.3	1.0	0.8	8.8	7.0	14.0	87%	5.9
February	8.7	5.0	6.9		14.7	18.2			2.8	25.7	17.0	30.2		1.0	3.9	73%	12.2
March	17.0	10.9	18.7		8.4	10.7			1.7					3.0	6.3	53%	9.6
April	2.5		2.8						1.0						3.9	27%	2.6
May									0.2							7%	0.2
June																0%	
July																0%	
August																0%	
September																0%	
October																0%	
November			9.6							0.1						13%	4.9
December				1.0		5.4	8.9		11.9	1.2						33%	5.7

Table 4.3.27.4.1: Snow/Sleet per Month for Franklin County (2018-2022)

4.3.27.5 Vulnerability Assessment

Based on all the information available, every community in Franklin County is equally vulnerable to the direct impacts of winter storms. However residents in the mountainous areas of the county may be more susceptible to disasters during severe storms, due to hazardous road conditions on steep inclines. This is especially true when emergency medical assistance may be required during the snow event.

Figure 4.3.27.5.1 below lists the vulnerability self-assessments of each of the Franklin County municipalities for the Winter Storm hazard. One can see that 15 of 22 municipalities rated this threat as either a Catastrophic or Major event. Furthermore, 4 of the remaining 7 municipalities rated this as a Moderate threat. This is a Major threat to Franklin County ranked number 1 overall and will garner significant attention during the Mitigation Strategy in **Section 6**.

Winter Storm Hazard Threat Risk Assessment											Risk Factor Scale		
											Catastrophic	3.0 - 4.0	
											Major	2.5 - 2.9	
											Moderate	2.0 - 2.4	
											Minor	1.5 - 1.9	
											Insignificant	1.0 - 1.4	
Municipality	Probability (1-4)	Wt	Impact (1-4)	Wt	Spatial (1-4)	Wt	Warning Time (1-4)	Wt	Duration (1-4)	Wt	Risk Factor (RF)	% of County Population	Contribution to County RF
Antrim Township	3	30%	2	30%	4	20%	1	10%	3	10%	2.7	10.12%	0.27324
Chambersburg Borough	3	30%	3	30%	3	20%	2	10%	3	10%	2.9	14.05%	0.40745
Fannett Township	3	30%	1	30%	3	20%	3	10%	3	10%	2.4	1.59%	0.03816
Greencastle Borough	4	30%	3	30%	4	20%	1	10%	3	10%	3.3	2.73%	0.09009
Greene Township	3	30%	2	30%	4	20%	3	10%	3	10%	2.9	11.82%	0.34278
Guilford Township	4	30%	2	30%	4	20%	1	10%	3	10%	3.0	9.38%	0.2814
Hamilton Township	3	30%	2	30%	4	20%	2	10%	3	10%	2.8	7.29%	0.20412
Letterkenny Township	4	30%	1	30%	4	20%	2	10%	3	10%	2.8	1.58%	0.04424
Lurgan Township	1	30%	1	30%	1	20%	3	10%	3	10%	1.4	1.42%	0.01988
Mercersburg Borough	3	30%	1	30%	4	20%	2	10%	3	10%	2.5	0.97%	0.02425
Metal Township	1	30%	1	30%	1	20%	1	10%	3	10%	1.2	1.13%	0.01356
Mont Alto Borough	3	30%	1	30%	4	20%	2	10%	3	10%	2.5	1.01%	0.02525
Montgomery Township	3	30%	2	30%	4	20%	1	10%	3	10%	2.7	3.68%	0.09936
Orrstown Borough	3	30%	1	30%	2	20%	1	10%	3	10%	2.0	0.14%	0.0028
Peters Township	2	30%	1	30%	1	20%	4	10%	3	10%	1.8	2.86%	0.05148
Quincy Township	2	30%	2	30%	2	20%	1	10%	3	10%	2.0	3.41%	0.0682
Shippensburg Borough	3	30%	1	30%	4	20%	1	10%	3	10%	2.4	0.75%	0.018
Southampton Township	2	30%	2	30%	4	20%	4	10%	3	10%	2.7	5.49%	0.14823
St Thomas Township	3	30%	2	30%	3	20%	1	10%	3	10%	2.5	3.79%	0.09475
Warren Township	4	30%	2	30%	3	20%	4	10%	3	10%	3.1	0.21%	0.00651
Washington Township	3	30%	2	30%	3	20%	1	10%	3	10%	2.5	9.55%	0.23875
Waynesboro Borough	4	30%	1	30%	4	20%	1	10%	3	10%	2.7	7.02%	0.18954
Municipal Weighted Average Risk Factor (RF)													2.682

Figure 4.3.27.5.1: Municipal Winter Storm Threat Vulnerability Self-Assessment

Because of the frequency of winter storms in Franklin County, strategies have been developed at the county and municipal level to respond to these events. Snow removal and utility repair equipment are prepositioned to respond to typical snow/ice events. Additionally, the use of auxiliary heat and electricity supplies, such as wood burning stoves, kerosene heaters, and gasoline powered generators reduce the vulnerability of the population to extreme cold temperatures commonly associated with winter storms.

Vulnerability to the effects of winter storms on buildings is dependent on the type and age of the structure. **Table 4.3.27.5.1** below lists "built on" date percentages for residences in our municipalities. It is evident that a large portion of the housing in the county was built prior to 1960 (31.2%). Due to older building codes at time of construction and the impacts of age (and/or lack of maintenance) on facilities built before 1960, one would expect to see an increase in hazards related to snow and ice loads during severe winter weather[176]. This is especially true for residences in the Boroughs of Chambersburg, Waynesboro, Mercersburg, and Orrstown, where the percentage of houses built before 1960 is over 50%.

[176] US Census Bureau, American Community Survey 5-Year Estimates, 2016-2020

Municipality	Percent of Houses built in Time Period							Estimated number of houses	Estimated number of houses built before 1960	Percent of houses built before 1960
	2020 or later	2010-2019	2000-2009	1980-1999	1960-1979	1940-1959	1939 or earlier			
Antrim Township	0.0%	5.4%	15.7%	24.1%	29.9%	10.0%	14.9%	6187	1537	24.8%
Chambersburg Borough	0.0%	4.1%	10.7%	15.4%	19.7%	24.8%	25.3%	10186	5105	50.1%
Fannett Township	0.0%	2.5%	6.4%	24.1%	33.8%	11.4%	21.8%	1059	352	33.2%
Greencastle Borough	0.0%	1.0%	15.7%	19.2%	22.2%	20.3%	21.7%	1756	737	42.0%
Greene Township	0.0%	8.9%	19.1%	31.4%	21.3%	11.6%	7.7%	8003	1547	19.3%
Guilford Township	0.1%	2.9%	18.3%	28.5%	34.2%	9.5%	6.5%	6596	1052	15.9%
Hamilton Township	1.3%	5.6%	22.3%	30.4%	3.6%	11.9%	4.1%	4304	688	16.0%
Letterkenny Township	0.0%	7.4%	7.4%	32.9%	23.2%	5.1%	24.1%	922	269	29.2%
Lurgan Township	0.0%	6.1%	9.2%	23.7%	29.0%	16.0%	16.0%	758	242	31.9%
Mercersburg Borough	0.0%	0.0%	7.5%	12.6%	14.6%	15.7%	49.5%	808	527	65.2%
Metal Township	0.2%	1.8%	7.0%	24.9%	28.6%	16.4%	21.1%	873	327	37.5%
Mont Alto Borough	0.0%	2.0%	15.5%	19.8%	25.7%	22.6%	14.3%	645	238	36.9%
Montgomery Township	0.0%	3.8%	19.9%	23.4%	23.5%	10.1%	19.4%	2206	650	29.5%
Orrstown Borough	0.0%	0.6%	0.6%	5.0%	2.5%	37.7%	53.5%	159	145	91.2%
Peters Township	0.0%	3.6%	3.3%	36.7%	25.4%	18.7%	12.3%	1855	575	31.0%
Quincy Township	0.0%	4.1%	8.5%	18.1%	31.5%	21.6%	16.2%	1957	740	37.8%
Shippensburg Borough	0.0%	0.0%	8.7%	23.0%	19.3%	43.3%	5.7%	688	337	49.0%
Southampton Township	0.0%	2.3%	20.7%	33.2%	26.9%	8.8%	8.1%	3391	573	16.9%
St Thomas Township	0.0%	5.6%	11.2%	17.2%	35.9%	12.0%	18.2%	2186	661	30.2%
Warren Township	0.0%	3.4%	12.1%	30.5%	22.4%	9.2%	22.4%	174	55	31.6%
Washington Township	0.2%	5.7%	23.6%	29.2%	16.2%	15.9%	9.1%	6581	1648	25.0%
Waynesboro Borough	0.0%	2.7%	6.3%	18.9%	17.8%	18.6%	35.7%	4828	2622	54.3%
							County Totals:	**66122**	**20627**	**31.20%**

Table 4.3.27.5.1: Percentages of House Built Prior to 1960 per Municipality (2016-2020)[177]

People residing in structures lacking adequate equipment to protect against cold temperatures or significant snow and ice are more vulnerable to winter storm events and contingency plans need to be developed for possible evacuation and relocation. Even for communities that are prepared to respond to winter storms, severe events involving snow accumulations that exceed 6 or more inches in a 12-hour period can cause a large number of traffic accidents, strand motorists due to drifting snow, interrupt power and communications systems, and cause failure of inadequately designed or maintained roof systems.

Additional vulnerabilities exist due to icy and snow covered roadways. This is a potential risk on all roads, even the most widely travelled routes in the county. The areas of most concern are those routes in Franklin County that are considered major arteries for traffic through the Cumberland Valley region (i.e. I-81 and I-76, The PA Turnpike).

[177] US Census Bureau, American Community Survey 5-Year Estimates, 2016-2020

4.3.27.6 Community Lifelines Integration

Potential impacts to the Community Lifelines for Winter Storm are shown below. There is potential for significant impacts to one lifelines (Transportation) and possible impacts for the four remaining lifelines.

4.4 Hazard Vulnerability Summary

4.4.1 Methodology

Ranking hazards helps communities set goals and priorities for mitigation based on their vulnerabilities. A Risk Factor (RF) is a tool used to measure the degree of risk for identified hazards in a particular planning area. The RF can also be used to assist local community officials in ranking and prioritizing those hazards that pose the most significant threat to their area based on a variety of factors deemed important by the planning team and other stakeholders involved in the hazard mitigation planning process. The RF system relies mainly on historical data, local knowledge, general consensus opinions from the planning team and information collected through development of the hazard profiles included in **Section 4.3**. The RF approach produces numerical values that allow identified hazards to be ranked against one another; the higher the RF value, the greater the hazard risk.

RF values were obtained by assigning varying degrees of risk to 5 categories for each of the 24 hazards profiled in this Hazard Mitigation Plan update. Those categories include: *probability*, *impact*, *spatial extent*, *warning time* and *duration*. Each degree of risk was assigned a value ranging from 1 to 4. The weighting factor is shown in **Table 4.4.1.1**. To calculate the RF value for a given hazard, the assigned risk value for each category was multiplied by the weighting factor. The sum of all 5 categories equals the final RF value, as demonstrated in the example equation in **Figure 4.4.1.1** below:

Hazard Risk Factor	=	Probability Rating	30%	+	Impact Rating	30%	+	Spatial Rating	20%	+	Warning Rating	10%	+	Duration Rating	10%

Figure 4.4.1.1: Risk Factor (RF) Equation

Table 4.4.1.1 summarizes each of the five categories used for calculating an RF for each hazard. According to the weighting scheme applied, the highest possible value is a 4.0.

RISK ASSESSMENT CATEGORY	DEGREE OF RISK				Weight Value
	LEVEL	CRITERIA		INDEX	
PROBABILITY *What is the likelihood of a hazard event occurring in a given year?*	UNLIKELY	LESS THAN 1% ANNUAL PROBABILITY		1	30%
	POSSIBLE	BETWEEN 1% & 49.9% ANNUAL PROBABILITY		2	
	LIKELY	BETWEEN 50% & 90% ANNUAL PROBABILITY		3	
	HIGHLY LIKELY	GREATER THAN 90% ANNUAL PROBABILITY		4	
IMPACT *What, in terms of injuries, damage, death, and economic impact, would you anticipate to be minor, limited, critical, or catastrophic when a significant hazard event occurs?*	MINOR	VERY FEW INJURIES, IF ANY. ONLY MINOR PROPERTY DAMAGE & MINIMAL DISRUPTION ON QUALITY OF LIFE. TEMPORARY SHUTDOWN OF CRITICAL FACILITIES.		1	30%
	LIMITED	MINOR INJURIES ONLY. MORE THAN 10% OF PROPERTY IN AFFECTED AREA DAMAGED OR DESTROYED. COMPLETE SHUTDOWN OF CRITICAL FACILITIES FOR MORE THAN ONE DAY.		2	
	CRITICAL	MULTIPLE DEATHS/INJURIES POSSIBLE. MORE THAN 25% OF PROPERTY IN AFECTED AREA DAMAGED OR DESTROYED. COMPLETE SHUTDOWN OF CRITICAL FACILITIES FOR MORE THA ONE WEEK.		3	
	CATASTROPHIC	HIGH NUMBER OOF DEATHS/INJURIES POSSIBLE. MORE THAN 50% OF PROPOERTY IN AFFECTED AREA DAMAGED OR DESTROYED. COMPLETE SHUTDOWN OF CRITICAL FACILITIES FOR 30 DAYS OR MORE.		4	
SPATIAL EXTENT *How large of an area could be impacted by a hazard event? Are impacts localized or regional?*	NEGLIGIBLE	LESS THAN 1% OF AREA AFFECTED		1	20%
	SMALL	BETWEEN 1% & 10% OF AREA AFFECTED		2	
	MODERATE	BETWEEN 10% & 50% OF AREA AFFECTED		3	
	LARGE	BETWEEN 50% AND 100% OF AREA AFFECTED		4	
WARNING TIME *Is there usually some lead time associated with the hazard event? Are impacts localized or regional?*	MORE THAN 24 HRS	SELF DEFINED	*(NOTE: Levels of warning time and criteria that define them may be adjusted based on hazard addressed.)*	1	10%
	12 TO 24 HRS	SELF DEFINED		2	
	6 TO 12 HRS	SELF DEFINED		3	
	LESS THAN 6 HRS	SELF DEFINED		4	
DURATION *How long does the hazard event usually last?*	LESS THAN 6 HRS	SELF DEFINED	*(NOTE: Levels of warning time and criteria that define them may be adjusted based on hazard addressed.)*	1	10%
	LESS THAN 24 HRS	SELF DEFINED		2	
	LESS THAN 1 WEEK	SELF DEFINED		3	
	MORE THAN 1 WEEK	SELF DEFINED		4	

Table 4.4.1.1: Summary of Risk Factor Approach Used to Rank Hazards at the Municipal Level

4.4.2 Ranking Results

Since our first and most important priority in emergency response is to protect the lives of Franklin County citizens, the Risk Factors for each municipality were weighed based on the 2018 Census estimate population results. This means that population density is also a factor in

determining the Franklin County Risk Factor roll-up. We also expanded our Risk Factor results grading scale to five levels (See **Table 4.4.2.1** below).

Risk Factor Scale	
Catastrophic	**3.0 – 4.0**
Major	**2.5 - 2.9**
Moderate	2.0 - 2.4
Minor	1.5 – 1.9
Insignificant	1.0 – 1.4

Table 4.4.2.1: Risk Factor Scale for Hazard Assessments

This more granular scale allows for a finer distinction at the municipal level to identify those hazards that require immediate attention and those that can be more methodically mitigated.

Each municipality was sent a survey based on the methodology identified in **Section 4.4.1**. However, the municipalities were only asked to score 4 of the 5 threat characteristics. The "Duration" characteristic was standardized at the county level to make sure that a hazard occurring in one part of the county was in line with the same type of hazard occurring in another part of the county. That is, we did not want the survey data skewed because the "Duration" of the events was wildly varied. For example, if we are assessing a Winter Storm hazard threat, we know that the storm is not going to last longer in Chambersburg than in Waynesboro, on average. The numbers we used for the "Duration" of hazards characteristic were taken verbatim from the Pennsylvania 2013 Standard State All-Hazard Mitigation Plan for each threat. A copy of this Survey is included in **Appendix E** of this Hazard Mitigation Plan.

Using the methodology described in **Section 4.4.1** and the minor alterations listed above, **Figure 4.4.2.1** below lists the County roll-up weighted Risk Factors calculated for each of the 24 potential hazards identified in this Hazard Mitigation Plan Update.

2023 Franklin County Hazard Threat Assessment Roll-Up

Risk Factor Scale	
Catastrophic	3.0 – 4.0
Major	2.5 - 2.9
Moderate	2.0 - 2.4
Minor	1.5 – 1.9
Insignificant	1.0 – 1.4

	Antrim Township	Chambersburg Borough	Fannett Township	Greencastle Borough	Greene Township	Guilford Township	Hamilton Township	Letterkenny Township	Lurgan Township	Mercersburg Borough	Metal Township	Mont Alto Borough	Montgomery Township	Orrstown Borough	Peters Township	Quincy Township	Saint Thomas Township	Shippensburg Borough	Southampton Township	Warren Township	Washington Township	Waynesboro Borough	Municipal Weighted Average
Winter Storm	2.7	2.9	2.4	3.3	2.9	3.0	2.8	2.8	1.4	2.5	1.2	2.5	2.7	2.0	1.8	2.0	2.5	2.4	2.7	3.1	2.5	2.7	2.682
Pandemic and Infectious Disease	3.4	1.9	2.0	3.0	3.4	3.1	2.1	2.6	1.5	1.3	1.8	1.7	3.3	1.3	1.6	1.8	2.6	2.5	2.1	3.0	2.0	3.4	2.582
Utility Interruption	2.6	2.9	1.9	2.3	2.7	2.7	2.1	2.4	1.2	2.3	2.3	2.6	3.2	2.1	1.7	1.8	2.9	2.1	1.4	3.0	1.8	2.7	2.420
Hurricane, Tropical Storm, Nor'easter	2.2	2.5	1.3	2.9	2.5	2.8	2.3	2.5	1.3	2.2	1.3	1.5	2.8	1.3	1.9	2.1	2.4	2.2	1.7	2.2	2.4	2.2	2.329
Extreme Temperatures	2.4	2.7	2.4	2.8	2.4	2.4	2.1	2.4	1.3	2.4	1.2	2.0	2.7	1.2	2.1	1.4	2.2	2.1	2.7	2.2	1.3	3.0	2.308
Tornado, Windstorm	2.7	2.4	2.6	2.7	2.4	2.3	2.3	2.0	1.2	2.8	1.1	1.0	2.1	1.0	1.6	1.8	2.7	2.6	1.3	2.3	1.9	2.7	2.246
Transportation Accident	2.2	2.2	2.6	2.9	1.9	2.8	2.1	2.5	1.2	1.3	2.2	1.6	3.1	1.0	1.6	1.6	2.7	1.9	1.8	2.7	1.6	2.2	2.147
Hailstorm	2.2	2.8	2.0	2.7	2.8	2.3	2.0	1.8	1.1	2.2	1.2	1.5	2.2	1.0	1.6	1.0	2.1	1.5	1.5	2.3	1.3	2.2	2.127
Drought	2.2	2.2	1.6	3.0	2.3	2.0	2.3	2.0	1.7	2.2	1.6	2.3	2.6	1.3	1.9	2.0	2.5	2.2	1.7	2.0	1.3	2.5	2.113
Environmental Hazards (HAZMAT Release)	2.4	1.9	2.2	2.7	1.7	2.6	2.2	1.7	1.2	1.1	2.5	1.6	2.2	1.1	1.7	1.3	2.3	1.6	2.2	2.2	2.2	1.9	2.067
Nuclear Incident	3.1	1.8	1.3	2.4	2.5	1.9	1.6	2.8	1.3	2.5	1.8	1.3	2.4	1.3	1.6	2.5	1.6	2.1	1.5	2.2	1.6	2.2	2.055
Flood, Flash Flood, Ice Jam	2.2	1.8	1.2	2.3	1.8	2.5	1.8	1.7	1.7	1.2	1.2	1.2	3.1	1.2	2.1	1.5	2.2	2.1	1.9	2.1	2.3	2.0	2.019
Cyberterrorism	1.4	2.8	1.1	2.5	3.2	2.3	1.4	2.2	1.2	1.4	1.5	2.2	1.4	1.1	1.7	1.1	2.0	2.4	1.6	1.4	1.4	1.7	1.998
Earthquake	2.5	2.8	1.0	2.0	2.2	2.2	1.3	1.7	1.0	2.8	1.6	1.7	2.2	1.0	1.6	1.1	1.3	1.5	1.2	1.7	1.5	2.2	1.975
Radon Exposure	1.9	2.6	1.3	2.4	1.8	1.8	1.6	2.1	1.4	1.3	1.3	1.3	3.3	1.3	1.6	1.3	1.9	1.6	1.6	1.8	1.8	1.9	1.930
Invasive Species	2.0	2.8	1.3	2.1	2.0	2.0	1.8	2.6	1.5	2.2	1.3	1.3	2.2	1.3	1.9	1.3	2.2	1.6	1.4	2.1	1.3	1.3	1.914
Dam Failure	1.3	2.6	1.6	1.5	1.5	2.3	1.6	1.9	3.2	1.6	1.8	1.3	1.5	1.3	1.6	1.8	1.7	1.6	1.5	2.3	2.3	2.4	1.913
Building & Structure Collapse	1.6	1.7	1.9	2.1	1.9	2.5	1.9	2.2	1.4	1.6	1.9	1.4	2.2	1.3	1.9	1.9	1.9	1.6	1.6	2.1	1.9	2.2	1.906
Opioid Addiction Response	1.9	1.4	1.7	2.1	2.6	1.9	1.8	2.2	1.1	1.6	1.0	1.0	3.4	1.0	1.6	1.3	1.3	1.6	1.6	2.3	1.6	2.8	1.898
Lightning Strike	1.9	2.2	2.3	2.7	1.6	1.6	1.8	1.5	1.1	2.5	1.6	1.6	2.8	1.3	1.6	1.2	1.9	1.6	1.6	2.1	1.0	2.5	1.819
Terrorism	1.4	1.4	1.1	2.7	2.0	2.2	1.9	2.5	1.2	2.9	1.6	1.8	2.9	1.1	1.4	1.1	2.0	1.9	1.1	1.4	1.4	2.9	1.808
Subsidence, Sinkhole	1.3	2.1	1.8	1.6	2.2	2.2	1.6	1.3	1.1	1.9	1.3	1.0	3.1	1.0	1.3	1.2	1.6	1.6	1.6	1.6	1.6	1.9	1.805
Urban Fire and Explosion	2.3	2.6	1.0	2.4	1.6	1.6	1.3	1.3	1.1	1.3	1.0	1.0	1.8	1.0	1.6	1.8	1.3	2.5	1.3	1.0	1.3	1.8	1.750
Mass Food and Animal Feed Contamination	2.9	1.7	1.3	1.4	1.2	2.1	1.4	2.1	1.2	1.1	1.1	1.1	2.1	1.1	1.4	1.8	2.4	1.4	1.1	1.4	1.2	2.2	1.731
Wildfire	2.4	1.6	2.4	1.6	1.7	1.4	2.1	1.6	1.2	1.4	1.9	1.1	2.6	1.4	1.4	1.7	1.6	1.4	1.3	2.7	1.4	1.4	1.699
Civil Disturbance	1.3	1.7	1.3	1.9	1.6	1.6	1.4	1.9	1.1	1.6	1.2	1.2	2.0	1.1	1.7	1.1	2.0	1.2	1.1	1.8	1.4	1.4	1.513
Landslide	1.3	1.3	1.5	1.3	1.3	1.5	1.3	1.0	1.0	2.1	1.3	1.0	1.5	1.0	1.3	1.1	1.1	1.0	1.3	2.3	1.6	1.3	1.339
Average Score	2.14	2.20	1.71	2.34	2.14	2.21	1.85	2.05	1.33	1.90	1.51	1.51	2.50	1.23	1.66	1.54	2.03	1.84	1.61	2.12	1.66	2.21	
2020 Census Population %	10.12	14.05	1.59	2.73	11.82	9.38	7.29	1.58	1.42	0.97	1.13	1.01	3.68	0.14	2.86	3.41	3.79	0.75	5.49	0.21	9.55	7.02	

Figure 4.4.2.1: Franklin County "Roll-up" Weighted Risk Factors

Based on the results in **Figure 4.4.2.1** above, there are 2 *Major* risks, 10 *Moderate* risks, 14 *Minor* risks, and 1 *Insignificant* risk hazard in Franklin County. Mitigation actions were developed for all risk hazards (see **Section 6.4**). You can see from **Figure 4.4.2.1** that each municipality has different priorities for each risk hazard. These priorities are being kept in this Hazard Mitigation Plan to allow for the municipalities to reference these risk assessments for use in updating their Emergency Operations Plans. This is also a means to increase HMP plan integration throughout the county.

The methodology outlined in **Sections 4.4.1 & 4.4.2** were briefed to the Hazard Mitigation Planning Team at the 5 Oct 2017 HMP Team meeting and approved unanimously (see **Appendix B** for meeting minutes). The results, **Figure 4.4.2.1**, were briefed at the 13 Dec 2017 HMP Team meeting for final approval and inclusion in the HMP. The HMPT approved the results for inclusion in the HMP update (see **Appendix B** for meeting minutes).

When we compared our hazard rankings with the list included in the Pennsylvania State Hazard Mitigation Plan of 2018, we noticed that we had some significant differences in the priorities (see **Table 4.4.2.2** below). Specifically, we noticed that the Flood, Flash Flood and Ice Jam hazard was ranked considerably lower for our county. However, based on the information in our County Profile (see **Section 2.1, Figure 2.1.4**) and the Hazard Vulnerability Assessment in this HMP Update, one can see that we have no rivers that run through our county, unlike much of the rest of the state. We do have a couple major streams that run through the county and they do sometimes come over their banks, but not to the level to cause catastrophic damages like some other counties. Consequently, our rankings are representative of the geography, history, and prevailing trends in hazard threats for our county as assessed by each individual municipality.

Hazard Threat	County HMP 2019	County Ranking 2019	County HMP 2020	County Ranking 2020	County HMP 2021	County Ranking 2021	County HMP 2023	County Ranking 2023	State HMP 2018	State Ranking 2018
Winter Storm	2.708	1	2.656	1	2.613	1	2.682	1	3.1	2
Pandemic and Infectious Disease	1.959	14	2.275	6	2.149	10	2.582	2	2	25
Utility Interruption	2.511	2	2.402	4	2.433	4	2.420	3	2.8	3
Hurricane, Tropical Storm, Nor'easter	2.485	4	2.518	2	2.501	2	2.329	4	2.6	4
Extreme Temperatures	2.296	5	2.309	5	2.259	6	2.308	5	2.3	11
Tornado, Windstorm	2.508	3	2.427	3	2.437	3	2.246	6	2.2	20
Transportation Accident	2.221	8	2.187	10	2.212	7	2.147	7	2.4	9
Hailstorm	2.101	12	2.106	13	2.117	11	2.127	8	1.9	29
Drought	2.235	7	2.251	7	2.261	5	2.113	9	2	24
Environmental Hazards (HAZMAT Release)	2.176	10	2.138	11	2.112	12	2.067	10	2.5	6
Nuclear Incident	1.780	20	1.723	21	1.770	20	2.055	11	2.4	8
Flood, Flash Flood, Ice Jam	2.152	11	2.107	12	2.065	13	2.019	12	3.4	1
Cyberterrorism	--	--	--	--	--	--	1.998	13	2.5	5
Earthquake	2.070	13	2.042	14	1.967	15	1.975	14	1.9	28
Radon Exposure	1.750	21	1.773	20	1.751	21	1.930	15	2.1	22
Invasive Species	1.957	15	1.926	15	1.991	14	1.914	16	2.1	21
Dam Failure	2.205	9	2.189	9	2.152	9	1.913	17	2.4	7
Building and Structure Collapse	--	--	--	--	--	--	1.906	18	1.9	27
Opioid Addiction Response	--	--	--	--	--	--	1.808	19	2.2	19
Lightning Strike	2.251	6	2.204	8	2.194	8	1.819	20	2.2	18
Terrorism	1.894	17	1.881	16	1.852	16	1.808	21	2	26
Subsidence, Sinkhole	1.916	16	1.850	17	1.843	17	1.805	22	1.7	33
Urban Fire and Explosion	1.827	18	1.788	19	1.824	18	1.750	23	1.9	30
Mass Food and Animal Feed Contamination	1.586	22	1.631	22	1.602	23	1.731	24	1.7	32
Wildfire	1.789	19	1.789	18	1.794	19	1.699	25	2.4	10
Civil Disturbance	1.537	23	1.552	23	1.618	22	1.513	26	2	23
Landslide	1.351	24	1.360	24	1.343	24	1.339	24	2.2	17

Table 4.4.2.2: 2023 County versus 2018 PA State Hazard Rankings

4.4.3 Potential Loss Estimates

Based on various kinds of available data, potential loss estimates were established for flood, flash flood, and ice jam, and tornado/windstorms. Estimates provided in this section are based on information provided from the Franklin County GIS and Tax Assessment Departments as well as previous events. Estimates are considered *potential* in that they generally represent losses that could occur in a countywide hazard scenario. In events that are localized, losses may be lower, while regional events could yield higher losses.

Potential loss estimates have 4 basic components, including:

- Replacement Value: Current cost of returning an asset to its pre-damaged condition, using present-day cost of labor and materials.
- Content Loss: Value of building's contents, typically measured as a percentage of the building replacement value.
- Functional Loss: The value of a building's use or function that would be lost if it were damaged or closed.
- Displacement Cost: The dollar amount required for relocation of the function (business or service) to another structure following a hazard event.

The structure data used in this plan includes building values provided in the county tax assessment database (base year 1961) and the 2014 GIS structure overlay. These values are representative of Replacement Value alone; Content Loss, Functional Loss, and Displacement Cost are not included. To get an estimated value in today's dollars, the figures were multiplied by a factor of 10.53. This is the value given to the county by the state and is based on the prior year sales for the county. **Table 4.4.3.1** illustrates the range of structure assessed values in Franklin County at the parcel level.

Municipality	Total # of Residential Parcels	Assessed Value Of Residential Parcels (1961 $)	Estimated Value of Residential Parcels (2022 $)	Total # of Commercial Parcels	Assessed Value Of Commercial Parcels (1961 $)	Estimated Value of Commercial Parcels (2022 $)	Estimated Value of All Residential and Commercial Parcels (2022 $)
Antrim Township	5314	$135,255,850	$1,424,244,101	168	$51,387,920	$541,114,798	$1,965,358,898
Chambersburg Borough	6157	$107,714,330	$1,134,231,895	891	$91,685,010	$965,443,155	$2,099,675,050
Fannett Township	1080	$18,231,280	$191,975,378	35	$763,760	$8,042,393	$200,017,771
Greencastle Borough	1456	$31,435,010	$331,010,655	153	$8,248,010	$86,851,545	$417,862,201
Greene Township	6617	$151,841,700	$1,598,893,101	277	$33,494,820	$352,700,455	$1,951,593,556
Guilford Township	5658	$140,983,360	$1,484,554,781	303	$56,661,870	$596,649,491	$2,081,204,272
Hamilton Township	3804	$7,165,410	$75,451,767	135	$7,675,140	$80,819,224	$156,270,992
Letterkenny Township	1189	$4,951,570	$52,140,032	37	$1,295,990	$13,646,775	$65,786,807
Lurgan Township	814	$7,451,030	$78,459,346	25	$769,790	$8,105,889	$86,565,235
Mercersburg Borough	695	$8,262,320	$87,002,230	53	$3,840,850	$40,444,151	$127,446,380
Metal Township	997	$14,268,620	$150,248,569	35	$955,660	$10,063,100	$160,311,668
Mont Alto Borough	563	$8,673,160	$91,328,375	18	$1,026,990	$10,814,205	$102,142,580
Montgomery Township	2337	$54,387,700	$572,702,481	32	$3,817,010	$40,193,115	$612,895,596
Orrstown Borough	72	$919,120	$9,678,334	3	$60,960	$641,909	$10,320,242
Peters Township	1794	$34,359,930	$361,810,063	72	$2,612,320	$27,507,730	$389,317,793
Quincy Township	1850	$4,704,595	$49,539,385	50	$6,154,350	$64,805,306	$114,344,691
Shippensburg Borough	467	$9,295,030	$97,876,666	34	$2,130,160	$22,430,585	$120,307,251
Southampton Township	2634	$59,078,720	$622,098,922	87	$26,866,190	$282,900,981	$904,999,902
St Thomas Township	1999	$40,476,180	$426,214,175	77	$3,187,030	$33,559,426	$459,773,601
Warren Township	172	$3,346,200	$35,235,486	2	$80,920	$852,088	$36,087,574
Washington Township	5431	$129,333,700	$1,361,883,861	248	$18,682,390	$196,725,567	$1,558,609,428
Waynesboro Borough	1037	$17,943,430	$188,944,318	88	$5,585,080	$58,810,892	$247,755,210
County Totals	**52,137**	**$990,078,245**	**$10,425,523,920**	**2,823**	**$326,982,220**	**$3,443,122,777**	**$13,868,646,696**

Table 4.4.3.1: Franklin County Assessed Structure Values (2022)

Several of the hazards profiled in this plan can impact the entire county. From **Figure 4.4.3.1** above, it is apparent that Franklin County has in excess of $13B in structure value alone. If Content Loss, Functional Loss, and Displacement Cost values were included, this number would be substantially larger. This means that a catastrophic loss impacting the entire county (e.g. 7.2 earthquake) could see losses approaching that of major hurricanes on the East Coast. Thankfully, the chances of a county-wide disaster such as this are minimal.
Another way of thinking about losses for floods is to look at the number of claims and the dollar amount of loss experienced by NFIP communities. In Franklin County, there are 355 NFIP policies in force; these policies have accumulated 175 claims since 1978. The historical value of these claims exceeds $1 million. Looking at these historical losses, Greene Township has the most losses with over $480,000 in claims paid since 1978.

Table 4.4.3.2 illustrates the NFIP policy coverage and claims filed from 1978 to 2017. This is an incomplete representation of losses due to flooding as it does not capture uninsured losses, but it is a good indicator of loss trends due to flooding in Franklin County.

Municipality	Number of Policies	Total Coverage	Number of Claims	Value of Claims
Antrim Township	27	$5,769,500	8	$14,973
Chambersburg Borough	66	$12,880,400	30	$141,079
Fannett Township	2	$259,600	0	$0
Greencastle Borough	5	$1,325,000	6	$8,382
Greene Township	59	$11,722,900	66	$481,448
Guilford Township	28	$6,363,300	4	$17,407
Hamilton Township	15	$3,365,000	10	$18,343
Letterkenny Township	6	$1,470,000	0	$0
Lurgan Township	4	$940,000	2	$3,284
Mercersburg Borough	8	$1,961,800	2	$797
Metal Township	1	$130,000	1	$881
Mont Alto Borough	12	$1,154,400	0	$0
Montgomery Township	6	$1,040,500	1	$9,036
Peters Township	9	$1,647,000	2	$4,598
Quincy Township	18	$3,728,700	1	$0
Southampton Township	14	$2,741,700	16	$187,056
St Thomas Township	21	$3,733,500	10	$57,665
Warren Township	1	$49,500	0	$0
Washington Township	46	$10,525,100	8	$34,471
Waynesboro Borough	7	$1,547,200	8	$36,443
Total	**355**	**$72,355,100**	**175**	**$1,015,873**

Table 4.4.3.2: NFIP Policies and Claims (1978-2017)

Table 4.4.3.3 below lists all the critical facilities and private/commercial structures that fall with the 1% annual chance floodplain by municipality. It should be noted that the values of the

buildings in the floodplain were taken from the tax assessment database (base year 1961). The values were multiplied by a factor of 7.63 to get the estimated current year value. This factor is given to the county by the state and is based off of sales in the previous year. Additionally, the costs only reflect land and structure value of the property. It does not include Content Loss, Functionality Loss, or Displacement Costs. Furthermore, there are some properties in the database that reflect a $0 assessment due to their taxable status. Therefore, the value numbers below are very conservative and actual loss values could be substantially higher.

Municipality	Total Number of Critical Facilities in Municipality	Number of Critical Facilities in 1% Floodplain	Value of Critical Facilities in 1% Floodplain (1961)	Estimated (2017) Value of Critical Facilities in 1% Floodplain	Number of Private/ Commercial Buildings in 1% Floodplain	Value of Private/ Commercial Buildings in 1% Floodplain	Estimated (2017) Value of Private/ Commercial Buildings in 1% Floodplain
Antrim Township	75	2	$2,590	$19,762	241	$3,709,060	$28,300,128
Chambersburg Borough	97	12	$8,404,750	$64,128,243	249	$11,221,080	$85,616,840
Fannett Township	27	2	$23,540	$179,610	81	$573,660	$4,377,026
Greencastle Borough	24	0	$0	$0	0	$0	$0
Greene Township	100	9	$155,650	$1,187,610	727	$7,372,310	$56,250,725
Guilford Township	85	4	$23,420	$178,695	169	$6,158,110	$46,986,379
Hamilton Township	47	2	$6,190	$47,230	57	$810,760	$6,186,099
Letterkenny Township	20	1	$32,720	$249,654	73	$27,445,470	$209,408,936
Lurgan Township	21	2	$35,260	$269,034	32	$289,240	$2,206,901
Mercersburg Borough	10	0	$0	$0	34	$232,750	$1,775,883
Metal Township	15	1	$4,600	$35,098	55	$430,810	$3,287,080
Mont Alto Borough	6	2	$42,310	$322,825	71	$425,780	$3,248,701
Montgomery Township	12	2	$0	$0	112	$2,195,410	$16,750,978
Orrstown Borough	1	0	$0	$0	0	$0	$0
Peters Township	22	2	$7,400	$56,462	142	$4,062,700	$30,998,401
Quincy Township	48	7	$41,960	$320,155	230	$4,027,890	$30,732,801
Shippensburg Borough	5	0	$0	$0	1	$0	$0
Southampton Township	30	1	$24,040	$183,425	113	$2,068,990	$15,786,394
St Thomas Township	20	2	$2,300	$17,549	102	$1,660,800	$12,671,904
Warren Township	2	0	$0	$0	19	$308,030	$2,350,269
Washington Township	46	7	$451,670	$3,446,242	262	$4,770,950	$36,402,349
Waynesboro Borough	45	0	$0	$0	12	$314,980	$2,403,297
Total	**758**	**58**	**$9,258,400**	**$70,641,592**	**2,782**	**$78,078,780**	**$595,741,091**
Total Estimated (2017) Value of Structures in 1% Floodplain							**$666,382,683**

Table 4.4.3.3: Franklin County Critical Facilities in the 1% Floodplain (2017)

For the remaining hazards where loss estimates could not be determined, loss estimates are generalized based on the historical impact of the hazard. For droughts, the losses are largely agricultural; as a result, losses are expected to be some portion of Franklin County's $413 million in annual agricultural production (refer to **Table 4.3.13.2.1**), depending on the magnitude of the event. For nuclear incidents, losses in the 50-mile EPZ are largely crop and livestock-based; as a result, they will also be some portion of the county's agricultural production. Losses associated with Radon exposure are related to healthcare costs and lost wages, and the average mitigation cost for addressing this hazard is $1,200 per home, according to the EPA.

Losses associated with particular natural weather-related hazard events are sometimes reported to the National Climatic Data Center (NCDC) with the event. While these historic losses give a glimpse of potential losses in hazard events, they are not reported for all events and should be considered a broad estimate. Tornado and windstorm events have had losses totaling over $1.72 million in property loss and crop damage (refer to **Tables 4.3.19.3.1** and **4.3.19.3.2**). These events have also led to 1 death and 3 injuries. For winter storm events, only 1 of the past events

had losses reported with that event; it had monetary losses estimated at over $900,000 county-wide.

4.4.4 Future Development and Vulnerability

Risk and vulnerability to natural and human-made hazard events are not static. Risk will increase or decrease as counties and municipalities see changes in land use and development as well as changes in population. Franklin County is expected to experience a variety of factors that will, in some areas, increase vulnerability to hazards while in other areas, vulnerability may stay static or even be reduced.

Population change is perhaps the most significant indicator of changes in vulnerability in the future. As discussed in **Section 2.3**, the total population of Franklin County has grown by 20.64% from 2000 to 2020, but population change has been highly variable between jurisdictions. The population change in the county over time can be seen in **Table 4.4.4.1** below.

Municipality	Population 1970	Population 1980	% Change 1970-1980	Population 1990	% Change 1980-1990	Population 2000	% Change 1990-2000	Population 2010	% Change 2000-2010	Population 2020	% Change 2010-2020	% Change 1970-2020
Southampton Township	3,292	4,604	39.9%	5,484	19.1%	6,138	11.9%	7,987	30.1%	8,566	7.2%	160.2%
Hamilton Township	4,921	6,504	32.2%	7,745	19.1%	8,949	15.5%	10,788	20.5%	11,374	5.4%	131.1%
Antrim Township	7,378	9,326	26.4%	10,107	8.4%	12,504	23.7%	14,893	19.1%	15,778	5.9%	113.9%
Greene Township	9,504	11,470	20.7%	11,930	4.0%	12,284	3.0%	16,700	35.9%	18,436	10.4%	94.0%
Montgomery Township	3,221	4,252	32.0%	4,558	7.2%	4,949	8.6%	6,116	23.6%	5,740	-6.1%	78.2%
Washington Township	8,514	9,616	12.9%	11,119	15.6%	11,559	4.0%	14,009	21.2%	14,897	6.3%	75.0%
Letterkenny Township	1,419	1,960	38.1%	2,251	14.8%	2,074	-7.9%	2,318	11.8%	2,462	6.2%	73.5%
Guilford Township	9,291	10,567	13.7%	11,893	12.5%	13,100	10.1%	14,531	10.9%	14,627	0.7%	57.4%
Fannett Township	1,640	2,016	22.9%	2,309	14.5%	2,309	0.0%	2,548	10.4%	2,483	-2.6%	51.4%
St. Thomas Township	3,931	5,711	45.3%	5,861	2.6%	5,775	-1.5%	5,935	2.8%	5,917	-0.3%	50.5%
Metal Township	1,205	1,576	30.8%	1,612	2.3%	1,721	6.8%	1,866	8.4%	1,768	-5.3%	46.7%
Lurgan Township	1,649	1,986	20.4%	2,026	2.0%	2,014	-0.6%	2,151	6.8%	2,207	2.6%	33.8%
Greencastle Borough	3,293	3,679	11.7%	3,600	-2.1%	3,722	3.4%	3,996	7.4%	4,251	6.4%	29.1%
Chambersburg Borough	17,315	16,174	-6.6%	16,647	2.9%	17,862	7.3%	20,268	13.5%	21,903	8.1%	26.5%
Warren Township	262	269	2.7%	310	15.2%	334	7.7%	369	10.5%	328	-11.1%	25.2%
Peters Township	3,838	4,060	5.8%	4,090	0.7%	4,251	3.9%	4,430	4.2%	4,462	0.7%	16.3%
Waynesboro Borough	10,011	9,726	-2.8%	9,578	-1.5%	9,617	0.4%	10,568	9.9%	10,951	3.6%	9.4%
Mont Alto Borough	1,532	1,592	3.9%	1,395	-12.4%	1,357	-2.7%	1,705	25.6%	1,580	-7.3%	3.1%
Quincy Township	5,264	5,792	10.0%	5,704	-1.5%	5,846	2.5%	5,541	-5.2%	5,318	-4.0%	1.0%
Mercersburg Borough	1,727	1,617	-6.4%	1,640	1.4%	1,540	-6.1%	1,561	1.4%	1,507	-3.5%	-12.7%
Shippensburg Borough	1,364	885	-35.1%	1,003	13.3%	1,119	11.6%	1,076	-3.8%	1,163	8.1%	-14.7%
Orrstown Borough	262	247	-5.7%	220	-10.9%	231	5.0%	262	13.4%	214	-18.3%	-18.3%
County Totals	**100,833**	**113,629**	**12.7%**	**121,082**	**6.6%**	**129,255**	**6.7%**	**149,618**	**15.8%**	**155,932**	**4.2%**	**54.6%**

Table 4.4.4.1: Franklin County Population Percentage Changes (1970-2020)

From 1970 to 2020 only 3 municipalities lost a portion of their population, but it is clear that a trend exists showing a more rapid growth of the Townships immediately surrounding our most populous Boroughs. This population reallocation also impacts land use as farms and forests are being replaced with suburban developments to make room for this population transfer within the county.

Franklin County has grown moderately in the last 10 years (significantly over the last 50 years), but the county expects to remain largely rural due to our roots in an agricultural based economy. Hazard vulnerability and loss potential will still be higher in the places with higher population densities, but suburban growth will likely create increases in loss potential as more people will be living closer to areas more prone to hazards such as subsidence, utility interruptions, winter storms, and wildfires.